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ABSTRACT

This report identifies aspects of Illinois' regionalization plan and includes 11 major topics: (1) education for employment policy; (2) definition of schooling; (3) articulation, coordination, cooperation; (4) sharing resources; (5) student services and access; (6) teacher involvement and inservice education; (7) labor market information, instruction, and evaluation; (8) curriculum renewal; (9) financial resources; (10) private sector involvement; and (11) state administration and leadership. For each topic, information is provided on the following elements: (1) the Illinois Council on Vocational Education's analysis of problem elements, objectives, and evident impact; (2) interpretation of activities described and examples of testimony presented at a formal public hearing; (3) suggested actions; and (4) a summary of progress. The report notes support for regional planning and cooperating among secondary districts and cooperation and articulation between postsecondary and secondary providers. Concerns addressed include: (1) the addition of another layer of administrators in the delivery system; (2) the quality of administration in the new layer; (3) lack of clear funding structure for the future; (4) the funding level; and (5) time constraints on students due to transportation and educational requirements. The report recommends that state leaders identify problem areas, provide additional assistance and direction in these areas, and encourage dissemination of positive results that are taking place. A list of public hearing participants is included. (NLA)

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# Education for Employment: What's Working? What's Not? (Public Hearings Report)

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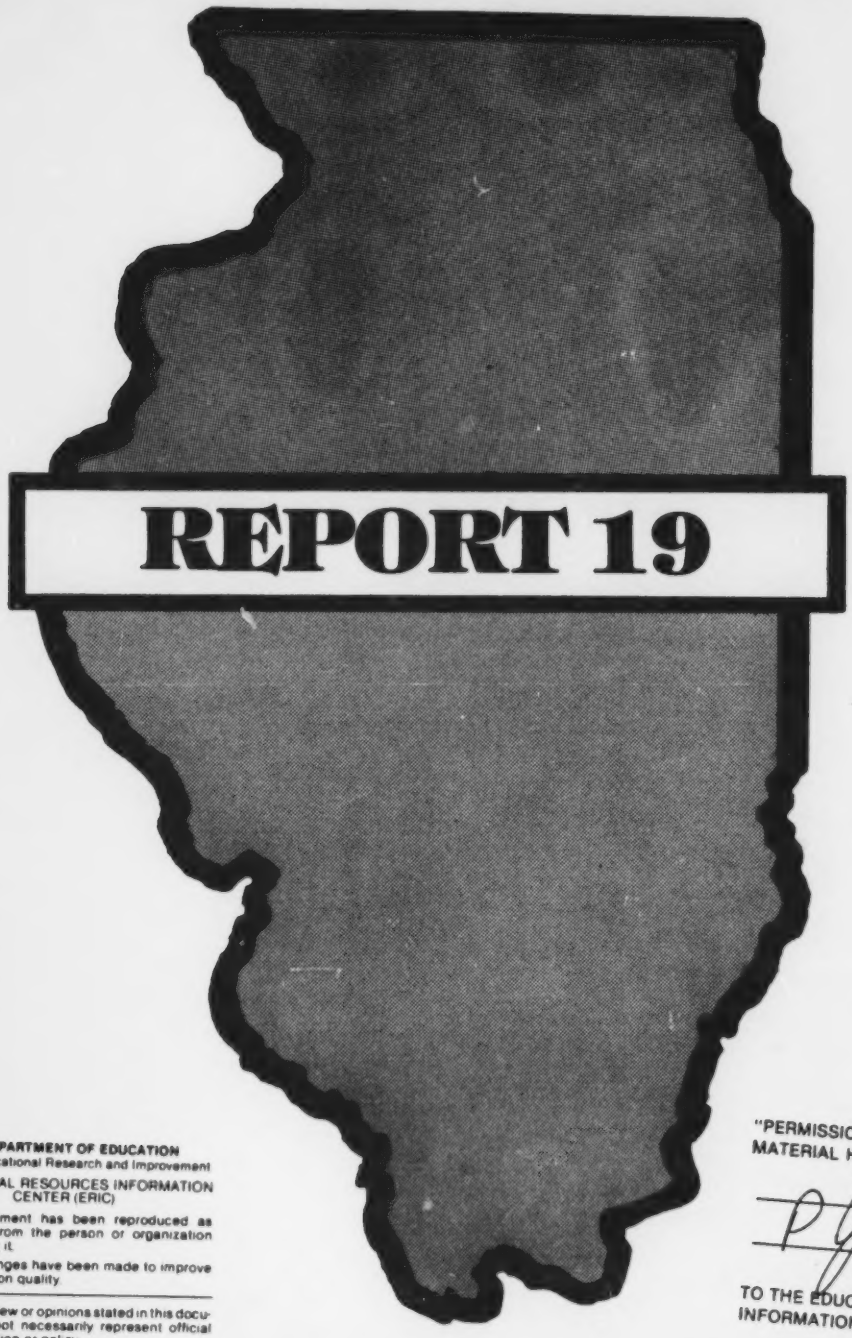


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## ILLINOIS COUNCIL ON VOCATIONAL EDUCATION
## 1987-1988

This report is one in a series of 25 technical reports prepared to fulfill mandates of the Carl D. Perkins Vocational Education Act, 1984.

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1987-1988

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Report 2 DIALOGUE WITH EDUCATIONAL LEADERS: IMPLICATIONS FOR POLICY

Report 3 ADVICE TO THE PRIVATE SECTOR

Report 4 DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Report 5 ACCESS OF TARGETED POPULATIONS TO QUALITY VOCATIONAL EDUCATION

Report 6 EVALUATING VOCATIONAL EDUCATION PROGRAMS IN ILLINOIS

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Report 15 JTPA 8% FUNDS

Report 16 ADEQUACY AND EFFECTIVENESS OF JTPA

Report 17 PERCEPTIONS WHICH AFFECT COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

Report 18 TECHNICAL COMMITTEES AND ILLINOIS CURRICULUM

Report 19 EDUCATION FOR EMPLOYMENT: WHAT'S WORKING? WHAT'S NOT? (Public Hearings Report)

Report 20 PROGRESS TOWARD IMPLEMENTATION OF THE EDUCATION FOR EMPLOYMENT POLICY (A Survey Report)

Report 21 REGIONAL DELIVERY SYSTEMS: OPINIONS EXPRESSED BY BOARD MEMBERS AND ADMINISTRATORS (A Survey Report)

Report 22 EFFECTS OF THE ICoVE 1986-87 STUDY OF THE COORDINATION OF JTPA AND VOCATIONAL EDUCATION

Report 23 PERCEPTIONS RE: ADEQUACY AND EFFECTIVENESS OF THE JTPA AND V.E. ACT PROGRAMS IN ILLINOIS

Report 24 THE IMPACT OF STATE POLICY AND PRACTICES FOR EDUCATION FOR EMPLOYMENT

Report 25 CORRECTIONAL EDUCATION: A WAY TO STAY OUT (sub series)
- Monitoring and Evaluating the Services for Correctional Inmates (25A)
- Recommendations for Illinois with Supporting Statements (25B)
- Recommendations for Illinois and a Report of the Anderson Study (25C)

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DATE: March 8, 1989

TO: Governor James R. Thompson
Illinois State Board of Education
Illinois Job Training Coordinating Council
Lauro Cavazos, Secretary of Education
Elizabeth Dole, Secretary of Labor

Attached to this letter is Report 19 prepared by the staff of the Illinois Council on Vocational Education (ICoVE). This report was prepared in part to fulfill the mandates of the Carl D. Perkins Vocational Education Act, 1984. In addition, however, the report entitled "Education for Employment--What's Working? What's Not?" is an important document in that it identifies real and/or perceived aspects of the regionalization plan by those whose responsibility it is to deliver the services contained in the regionalization plan.

In general, the population sampled approve of the conceptual framework of the Illinois EFE Program. There is support for regional planning and cooperating among secondary districts and cooperation and articulation between postsecondary and secondary providers. Concerns that surfaced included the addition of another layer of administrators in the delivery system; the quality of administration in the new layer; lack of a clear funding structure for the future; and the funding level. Time constraints on students due to transportation and/or educational requirements were common concerns.

It should be noted that the hearings and surveys were conducted near the end of the organizational phase and at the beginning of the implementation phase. Sometimes it is easier to agree in concept than to agree when the implementation becomes reality.

The Council remains supportive of the regionalization plan and will continue to monitor its progress. It is recommended that state leadership be exerted to identify problem areas as early as possible and provide additional assistance and direction in these areas. Additionally, positive effects that are taking place should be encouraged and their results disseminated throughout the state.

(cont'd)


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Your attention is directed to the suggested actions beginning on pages: 9, 15, 23, 28, 35, 41, 46, 54, 62, 74, and 80. The Council believes the regionalization approach is essential to the Education for Employment effort in Illinois. The conceptualization and planning is nearing completion and the real test of its effectiveness will be determined by the direction, cooperation, and enthusiasm which accompanies the implementation phase.

Sincerely,

Dr. Joseph Piland

REPORT 19

# EDUCATION FOR EMPLOYMENT
# WHAT'S WORKING? WHAT'S NOT?

A PROGRESS REPORT
based on
PUBLIC HEARINGS

COMMITTEE MEMBERS
Dr. Joseph Piland, Chair
Ronald Borelli
James Denny
Mary Beth Stine

conducted by the
Illinois Council on Vocational Education
100 Alzina Building
100 North First Street
Springfield, Illinois 62702

1987-1988

# CONTENTS


Preface. . . . . v
About the Public Hearings and Testimony Analysis . vii
Recommendations and Overview of Suggested Actions. xi
Summary of Comment Analysis. . . . . xiii

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INTRODUCTION . . . . . 1

FINDINGS

EDUCATION FOR EMPLOYMENT POLICY. . . . . 3

ICoVE Analysis. . . . . 3
Progress. . . . . 3
Examples of Testimony . . . 4
Suggested Actions . . . . . 9

DEFINITION OF SCHOOLING. . . . . 11

ICoVE Analysis. . . . . .11
Progress. . . . . .11
Examples of Testimony . . .12
Suggested Actions . . . . .15

STATE ADMINISTRATION AND LEADERSHIP. . . . . 17

ICoVE Analysis. . . . . .17
Examples of Testimony . . .18
Suggested Actions . . . . .23

PRIVATE-SECTOR INVOLVEMENT . . . . . 25

ICoVE Analysis. . . . . .25
Progress. . . . . .25
Examples of Testimony . . .26
Suggested Actions . . . . .28

CURRICULUM RENEWAL . . . . . 31

ICoVE Analysis. . . . . .31
Progress. . . . . .31
Examples of Testimony . . .32
Suggested Actions . . . . .35

CONTENTS, Cont'd


TEACHER/INSTRUCTOR INVOLVEMENT AND IN-SERVICE EDUCATION . . . . . 37

ICoVE Analysis . . . . . .37
Progress . . . . . .38
Examples of Testimony . . .39
Suggested Actions . . . . .41

LABOR MARKET NEEDS, INSTRUCTION AND EVALUATION . . 43

ICoVE Analysis . . . . . .43
Progress . . . . . .44
Examples of Testimony . . .45
Suggested Actions . . . . .47

STUDENT SERVICES AND ACCESS . . . . . 49

ICoVE Analysis . . . . . .49
Progress . . . . . .50
Examples of Testimony . . .51
Suggested Actions . . . . .54

ARTICULATION, COORDINATION, COOPERATION . . . . . 57

ICoVE Analysis . . . . . .57
Progress . . . . . .58
Examples of Testimony . . .59
Suggested Actions . . . . .62

FINANCIAL RESOURCES . . . . . 65

ICoVE Analysis . . . . . .65
Progress . . . . . .66
Examples of Testimony . . .67
Suggested Actions . . . . .74

SHARING RESOURCES . . . . . 77

ICoVE Analysis . . . . . .77
Progress . . . . . .78
Examples of Testimony . . .78
Suggested Actions . . . . .82

---

Appendix
Public Hearing Participants . . . . . 83
ICoVE's Hearing Panel . . . . . 85
Resources . . . . . 87

# PREFACE

This report fulfills two provisions of The Carl D. Perkins Vocational Education Act, 1984 which require the Illinois Council on Vocational Education to conduct public meetings and evaluate the adequacy and effectiveness of the states vocational education system in achieving the purposes of the Act. The report focuses on the examination of the delivery system itself.

Each specific purpose of the Act is addressed separately in ICoVE's series of Technical Reports.

Provisions of the Act state:

> ***the State council ... must provide for not less than one public meeting each year at which the public is given an opportunity to express views concerning the vocational education program in the State. [Section 112 (c)]***
>
> ***Evaluate at least once every two years (1) the vocational education program delivery systems assisted under this Act, ... in terms of their adequacy and effectiveness in achieving the purposes of . . . [the Act]. [Section 112 (d) (9) (A)]***

Further, the Council is to "advise the Governor, the State board, the State job training coordinating council, the Secretary [of education], and the Secretary of Labor of these findings and recommendations."

Testimony from four public hearings conducted during February, 1988 serves as the basis for this report. Other public meetings conducted by ICoVE during fiscal years 1987 and 1988 are listed below. Testimony and information gathered at these meetings are reflected primarily in Reports 2, 3, 5, 9, 10, and 21, as well as in the "Recommendations for Illinois with Supporting Statements" part of the Corrections Education: ***A Way to Stay Out*** series.

ICoVE'S FISCAL YEAR 1987 PUBLIC MEETINGS/
HEARINGS AND TOPICS ADDRESSED

- Lincoln Correctional Facility, Lincoln, IL., October 30, 1986. Testimony was provided by inmates regarding vocational education programs and services provided to incarcerated populations.
- Educational Priorities Project Conference, Matteson, IL., February 10, 1987. Representatives of Hispanics in Vocational Education (HIVE), the Illinois Association of Vocational Education Special Needs Personnel, the Illinois Minorities Women's Caucus, the Educational Network for Older Workers, and others presented their views about vocational education needs of special/targeted populations.

- Adult Education Conference, Springfield, IL., March 24, 1987. Persons attending the conference testified about ways adult education and vocational education can collaborate in serving the adult worker.

- ICoVE Meeting, public input, Springfield, IL., April 9, 1987. Adult educators presented suggestions about the coordination of adult education regions with the vocational education regional delivery systems as part of the Education for Employment Policy.

- Midwest Correctional Association Conference, Mt. Vernon, IL., May 18, 1987. Personnel from correctional facilities in the midwest testified about vocational education programs and survival skills needed in corrections education.

- ICoVE Meeting, public input, Springfield, IL., June 15, 1987. Testimony presented three issues related to educational reform initiatives in Illinois. These included the future of vocational education; the mandated responsibility of ISBE for persons aged 18-21; and adult education.

ICoVE'S FISCAL YEAR 1988 PUBLIC MEETINGS/
HEARINGS AND TOPICS ADDRESSED

- ICoVE Meeting, public input, Springfield, IL., January 25, 1988. Presentation about the Illinois Community College Board's receipt of an award for economic development initiatives.

- Illinois Association of School Boards Conference, Chicago, IL., November 20-23, 1987. School board members and administrators described their awareness and knowledge of the forthcoming regional delivery system and Education for Employment Policy.

- ICoVE Public Hearing testimony focused on "what's working? what's not working? and what needs to be addressed? for full implementation of the regional delivery system for Education for Employment." Dates and locations:
  - Illinois Valley Community College, Oglesby, IL., February 9, 1988
  - College of DuPage, Glen Ellyn, IL., February 10, 1988.
  - Decatur Civic Center, Decatur, IL., February 10, 1988.
  - Mt. Vernon, IL., February 11, 1988.

- Joint Public Hearing of ICoVE, North Suburban Educational Region for Vocational Education (NSERVE), and the Tooling and Manufacturing Association, Oakton Community College, March 22, 1988. Testimony from the private sector provided suggestions for how vocational education could better serve the private sector.

- ICoVE Meeting, public input, Springfield, IL., April 11, 1988. The position of the Illinois State Chamber of Commerce regarding a tax increase for education.

The majority of participants represented four categories. They were community college personnel; local school superintendents; local vocational administrators, including AVC directors; and regional delivery systems, including directors, and boards of control.

Other participants included teachers/instructors, students, principals, and representatives from corrections, universities, local advisory councils, the JTPA community, the Illinois General Assembly, and ISBE staff. (A listing appears at the end of the report.)

ICoVE's ANALYSIS OF INFORMATION. In reviewing both the written and oral testimony, ICoVE found that remarks focused on eleven topics or major categories. These topics/categories were used as the basis for organizing ICoVE's report of the public hearings. These include:

- Education for Employment Policy
- Definition of Schooling
- Articulation, Coordination, Cooperation
- Sharing Resources
- Student Services and Access
- Teacher Involvement and In-service Education
- Labor Market Information, Instruction and Evaluation
- Curriculum Renewal
- Financial Resources
- Private Sector Involvement
- State Administration and Leadership

Testimony related to each topic was further categorized as being positive, negative, or a needed answer. The percentage of individuals who addressed the topic was determined. Of those who addressed the topic, the percentage of persons making either positive, negative, or a needed answer were calculated. (A composite of these appears in the Summary of Comment Analysis, page xv of this report.) When insightful, the percentage of those addressing a specific issue related to the major topics/categories was also determined.

Often statements concerning needed answers (or suggested answers) implied a positive or negative remark, particularly in the presenter's rationale remarks. These were reported only as part of the needed answer percentages and not added to the positive and negative groups.

All percentages illustrating participation and remarks are based on prepared statements, oral or written. Remarks provided during discussion were used in the overall analysis and to illustrate testimony, but not in figuring percentages.

In analyzing the information to determine the progress being made, ICoVE used problems identified by the 1982-84 ISBE Policy Study, objectives of the Education for Employment Policy, and outcomes described by ISBE as "evident impact" that changes were occurring. These are included in the Introduction to this report. Elements from these three ISBE statements which related to the topic/category of information were used to measure progress.

ICoVE determined its suggested actions and recommendations based on the testimony received at the public hearing, its analysis of that testimony and additional appropriate information available since the hearings. In making recommendations, it was necessary for the council to consider that implementation of the EFE and RDS was scheduled to begin the following school year.

## ABOUT THE PUBLIC HEARING AND TESTIMONY ANALYSIS

The Illinois Council on Vocational Education is a federally mandated council charged with the responsibility of assessing the adequacy and effectiveness with which vocational education is conducted throughout the State of Illinois. The Council develops and uses a two-year plan of work for carrying out its responsibilities. One objective of ICoVE's Plan of Work is to provide on going oversight of the Education for Employment Policy and administrative plan, (i.e. regional delivery system) as it is being implemented. ICoVE believes its findings and suggestions resulting from this activity should be helpful to the Illinois State Board of Education and its staff in assisting the regional delivery systems and community colleges to make necessary changes and fully implement the policy.

**PURPOSE.** In February 1988, ICoVE conducted public hearings about activities taking place to establish regional delivery systems and to revitalize vocational education as prescribed in the Education for Employment policy. The Council's primary purpose was to determine "progress toward implementation."

**METHOD.** ICoVE held four hearings located in geographic areas to encourage participation from Southern, Central, and Northern Illinois, as well as the Chicago metropolitan area. A memorandum was sent to announce and invite vocational and school administrators, planning grant directors, community college presidents, and superintendents to the hearings. They were asked to encourage others who had information and experience about the process to also attend.

In its invitation memorandum, ICoVE asked those who planned to participate to address three questions:

1. How is regionalization enhancing education for employment? (i.e. What is working?)
2. What problems are regionalization posing for Education for Employment? (i.e. What is not working?)
3. What issues or concerns related to regionalization need to be addressed by the State Board or state staff? (i.e. What needs to be addressed?)

Those unable to attend were encouraged to send written responses to the above questions to the council office.

Members of the Illinois Council on Vocational Education served as hearing panel members. Following presentations of prepared remarks on the three questions, panel members asked additional questions of the presenters and the audience to gain further insight into the described accomplishments, processes, problems, and suggested alternatives. Audience participation was excellent.

**PARTICIPATION.** A total of 99 individuals participated in the public hearings. Of those, 55 presented prepared remarks either orally or in writing. The remaining 44 participated in audience discussion.

**ICoVE'S REPORT.** The report of the public hearings conducted by ICoVE is presented by the eleven major topics/categories. A narrative description of the information plus ICoVE's analysis is included. ICoVE's analysis of the progress is also aligned to the appropriate elements of the three ISBE statements (problems, objectives, evident impact). In appropriate instances, ICoVE provides an interpretation of or rationale for activities described.

Examples of testimony presented at the formal public hearing plus during audience discussions are included for each topic. The examples provide information in addition to the narrative description.

The final section of the report for each topic includes suggested actions. Suggestions are addressed to audiences ICoVE believes will have the greatest impact. For example, those ICoVE believes ISBE or their staff should address, are directed to ISBE; those ICoVE believes would be best carried out by the community colleges or regional delivery systems are addressed to those audiences.

Suggested actions are specific to the topic being addressed. Some actions would require extensive efforts, others could be carried out rather easily.

Although the suggestions are specific and for this reason somewhat extensive, a "common thread" or "underlying theme" is apparent when they are reviewed in total. To simplify management of the otherwise lengthy list, ICoVE has prepared an overview of the culmination of suggested actions for all 11 reports. This appears on page xiii- xiv of the report.

**ACRONYMS USED IN THIS REPORT**

AVC - Area Vocational Center
EFE - Education for Employment
ESR - Education Service Region
IBHE - Illinois Board of Higher Education
ICCB - Illinois Community College Board
ICoVE - Illinois Council on Vocational Education
ISBE - Illinois State Board of Education
LEA - Local Education Agency
LMI - Labor Market Information
PIC - Private Industry Council
QAP - Quality Assistance Program
RDS - Regional Delivery System
SDA - Service Delivery Area
VIP - Vocational Instructor Practicum (internship)

**ISSUES NOT ADDRESSED.** Several issues one might expect to be addressed at a public hearing on vocational education did not surface. There are two major reasons for the absence. First, ICoVE asked participants to address three specified questions about implementation of the EFE and RDS. Secondly, because the regions and community colleges were at varying phases of implementation (none fully implemented) some issues had not yet surfaced. Examples of such issues include adult retraining, specific needs of "at risk" populations, dropouts, and statewide centers for curriculum, career guidance, instructional materials, and technology.

# RECOMMENDATIONS AND OVERVIEW OF SUGGESTED ACTIONS

## RECOMMENDATIONS

The Illinois Council on Vocational Education recommends that the Illinois State Board of Education should:

- Continue toward full implementation of the Education for Employment Policy and administrative plan.
- Exert state leadership to identify problem areas as early as possible and provide additional assistance and direction in these areas.

## SUGGESTED ACTIONS

The following is an overview. Specific suggestions were provided for each topic included in this report. ICoVE believes these are important, but realizes the list is extensive and may be difficult to manage. For that reason, knowledge of the underlying themes which prevail when these are reviewed in total is provided. This overview is intended to provide the Illinois State Board of Education with the "big picture."

**IMPLEMENT EDUCATION FOR EMPLOYMENT POLICY.** Several exemplary efforts have made significant contributions toward implementing the EFE and revitalizing vocational education. These should be identified and made known for replication throughout the State.

**SIMPLIFY PROCESSES.** Local educators feel "hassled" with the complexity and bureaucracy of the process. Determine if the same quality of outcomes could be achieved with a more simplified approach.

**USE LOCAL AND REGIONAL EXPERTISE.** Educators at the grassroots level have experience and knowledge useful to the state staff. They should be more intricately involved in the development of processes and programs and resolving of issues.

**BE ALERT TO "COMMON PROBLEMS."** When the same problem emerges throughout the state over a long period of time, it should send up a "red flag" to staff. They should respond and provide leadership in resolving these problems.

**REDUCE PAPERWORK.** Information not useful at the state level for future planning or important reporting should not be collected. It causes inefficiency and frustration throughout the system.

**PROVIDE AND PROMOTE LEADERSHIP.** The EFE community wants and needs leadership. Leadership must continue after implementation occurs. It should be fostered and developed at all levels, i.e. local, regional, and state.

**DEVELOP A STATEWIDE DATABASE.** Today's technology affords ease in reporting, networking, and information sharing. Illinois should be a leader.

**BE PREPARED FOR "TURF BATTLES."** As implementation actually occurs and agreements must be carried out, hard decisions will have to be made and the protection of turf may surface.

**CONTINUE PROGRAM IMPROVEMENT INITIATIVES.** Positive outcomes are emerging. Continue to support improvement activities, particularly activities such as VIP, QAP, task list verification, and private-sector involvement.

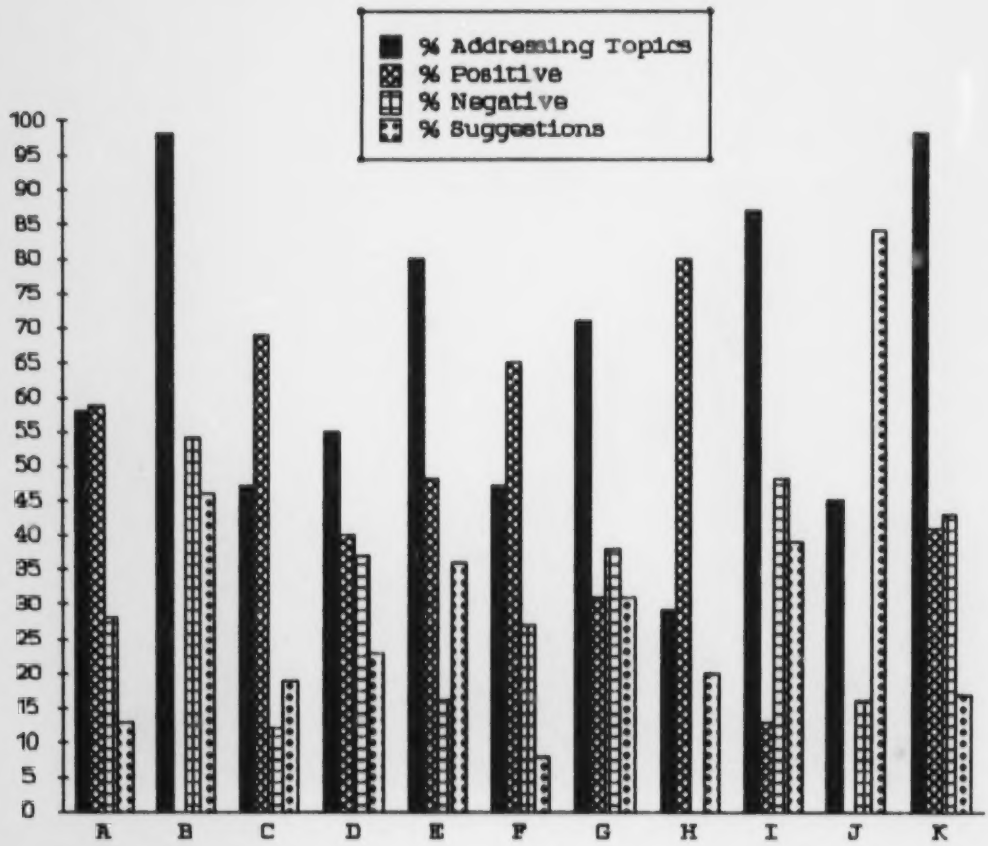
**KEEP COMMUNICATION OPEN AND TIMELY.** Timely-decisions are needed. Regional and local planning requires communication from the state in a timely manner. The Education for Employment has profited substantially from communication with each other. Stress these activities.

**STRESS PRIVATE-SECTOR INVOLVEMENT, PARTICULARLY LABOR.** Educators believe programs have profited from increased knowledge about the labor market, employer needs, long range planning. Promote regional and community college partnerships with the private sector.

**SUPPORT YOUR EFE POLICY.** The state cannot afford to "let go." They must provide leadership and give direction and support to the regional and community college systems they have established. The "grassroots" wants EFE to work. They need both a tangible and a visible commitment from ISBE.

**STUDY 1991 PROGRESS.** Co-sponsor with ICoVE a follow-up study similar to this study resulting from public hearings to determine the success of the EFE and its administrative plan after implementation is complete.

## SUMMARY OF COMMENT ANALYSIS




A. Sharing Resources
B. Financial Resources
C. Articulation, Coordination, Cooperation
D. Student Services and Access
E. Labor Market Needs, Instruction and Evaluation
F. Teacher/Instructor Involvement and In-Service Education
G. Curriculum Renewal
H. Private Sector Involvement
I. State Administration and Leadership
J. Definition of Schooling
K. Education for Employment Policy

# INTRODUCTION

In 1984 the Illinois State Board of Education adopted the Education for Employment Policy. The Policy was based on a study which had identified problems with the current delivery of vocational education. The framework of the policy itself delineated five purposes/objectives for Education for Employment. Eight statements titled "evident impact" were included to describe the results anticipated from implementation of the policy and its accompanying administrative plan.

These elements are presented below. They are used throughout this hearing report as benchmarks of the progress toward implementation of the Education for Employment Policy.

## ISBE POLICY STUDIES — FINDINGS AND ADOPTED POLICY

### PROBLEMS IDENTIFIED BY ISBE'S POLICY STUDY

Five major problems identified by ISBE's policy study that eventually became the basis for developing the Education for Employment policy because these "have impeded the ability of vocational education programs to adequately provide students with the skills necessary for either immediate employment or further education" include:

1. Programs are too often driven by student interest rather than labor market conditions.
2. Planning occurs more on an individual school basis than on the basis of a service area of sufficient size to reflect the needs of a diverse labor market.
3. The existing system permits unnecessary duplicaton of effort among service providers and does not allow for ready program accessibility to youths and adults.
4. Programs are characterized by the presence of outmoded equipment and a teaching staff in need of retraining.
5. The involvement of the private sector- commerce, industry, and labor- in partnership with the schools in educating students has been largely restricted to an advisory function.

### OBJECTIVES OF THE EFE POLICY

Five purposes/objectives outlined in the framework of Education for Employment Policy adopted by ISBE describe the responsibilities of the State Board in delivering vocational education.

1. Share in meeting the fundamental responsibilities of public education to assure that all students, whether youth or adult attain satisfactory or appropriate levels of achievement:
   a) in areas fundamental to their continuing development; and
   b) to enter immediate employment or advanced education in preparation for later employment.

2. Assure equal educational opportunities to all students by providing access to Education for Employment programs and services in a nondiscriminatory and equitable manner.
3. Provide vocational education to youth and adults through a regionally organized secondary delivery system and the existing system of community colleges.
4. Support vocational education programs with state and federal funds that are responsive to the changing nature of the labor market, to technological advances, to the changing characteristics of the work force, and to the academic, technical and attitudinal development of their students.
5. Include a systematic program of curriculum renewal, staff development, and equipment modernization, each developed in conjunction with employers in their geographical area.

## EVIDENT IMPACT

Evident impact resulting from implementation of the Education for Employment Policy should reflect changes such as:

- Planning and delivering Education for Employment programs in cooperation with other schools in a geographic region;
- Evidence that academic, job seeking, and attitudinal skills are incorporated into Education for Employment programs;
- Increased emphasis on program improvement;
- More active involvement of the private sector in local programs;
- Greater efforts to assess labor market and technological needs of the area;
- Expanded services for targeted populations;
- More efficient use of financial and human resources; and
- Outdated programs dropped or revised.

## EDUCATION FOR EMPLOYMENT POLICY

### ICoVE ANALYSIS

Persons testifying at the public hearings praised the concept of the Illinois State Board of Education's policy for Education for Employment. Their remarks indicated they support the policy itself, believing that it will benefit students.

Of the 55 individuals who testified, 41% made a positive statement, 43% made a negative statement, and 17% offered suggestions. Those who spoke favorably about the policy did so on the merits of its intent (67%) and the positive image it is creating for vocational education (33%).

Of those who spoke negatively about the policy, 92% were critical of the administrative plan (or process) for implementing the policy. In other words, negative statements targeted paperwork, bureaucracy, state regulations, etc. Negative statements, for the most part, did not target EFE outcomes such as program quality, access, and coordination.

Generally, they are looking forward to full implementation of the EFE because they believed its potential for serving students is what is needed in Illinois. Delight with the EFE policy's capacity to bring attention to vocational education that reveals the efforts of the vocational education community to provide quality programs was expressed. The policy appears to have created a positive public image.

Although many were critical of the concept of "regionalization," probing of that issue revealed that most negativism focused on "another layer of bureaucracy" and perceived lack of cooperation in working together. The sample statements of testimony include numerous comments that were positive about the "regionalization" concept, as well as the EFE policy. Positive feelings indicated they expect efficiency, a "working together" approach, and expanded opportunities for students to be outcomes of the policy.

On the negative side, testimony focused on efficiency, administrative structure, and insufficient financial resources. These elements are more aligned with the process than with the policy itself. Nonetheless, if unattended, they will undermine the effectiveness of the policy. Disappointment prevails for the lack of progress related to efficiency. Barriers to efficiency, such as poor cooperation and turf protection, legalities of transportation and negotiated contracts, and educational requirements which limit a student's time for vocational education need to be addressed.

Concern for the role, authority, competence, and general criteria for the planning grant director/regional service director positions was raised as an issue needing attention.

### PROGRESS

**(related to Education for Employment Policy)**

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:**

- "Planning occurs more on an indivdual school basis than on a basis of a service area of sufficient size to reflect the needs of a diverse labor market."

- "The existing system permits unnecessary duplication of efforts among service providers . . .."

**PROGRESS:** The EFE/RDS is bringing schools and community colleges together to examine labor market needs. The geographic areas are large enough to present a picture of what is needed in the work place.

Schools and community colleges have been unaware of what each other is doing. No mechanism had existed which encouraged them to share, articulate, and coordinate their programs and services. The EFE and RDS has alleviated these two problems. The problems of duplication are not all cured, but the mechanism to avoid it is in place.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY:**

- "Provide vocational education to youth and adults through a regionally organized secondary delivery system and the existing system of community colleges."

**PROGRESS:** With the first year of implementation, this objective will be met, to a large extent, by most RDS's and community colleges. Adjustments and fine-tuning will need to be made in order for the impact to be efficient.

**EVIDENT IMPACT:**

- "Planning and delivering. . . programs in cooperation with other schools . . .."
- "Increased emphasis on program improvement."
- "Expanded services for targeted populations."

**PROGRESS:** Clear evidence exists that cooperation, program improvement initiatives and expanded services are taking an upward direction as a result of EFE. People seem to want to make it work. The rate of participation is growing because the advantages of participation are coming into focus.

IN SUMMARY, a positive perception of the EFE policy is growing among the vocational education community and it is reaching into other segments of the educational arena. As implementation approaches, the momentum is growing. Caution must be taken to not expect this momentum to carry out the objective. It will not. Many, many problems remain which must be corrected or addressed if the EFE policy is to have the positive impact people believe it has.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....**Answers given:**

*"We will follow through at the regional level. The Education for Employment plan has potential to provide a lot of Illinois citizens with excellent vocational opportunities."*

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*"There is little argument about the process of regionalization being able to enhance the Education for Employment policy of the State Board of Education."*

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*"Local districts recognize the forces that have negatively impacted vocational education, and realize regionalization offers a way of*

*increasing individual program enrollments and a more efficient expenditure of time and funds."*

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*"The fact that the process has progressed to its present state is an indication that many things have been done correctly."*

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*"A general acceptance of the concept prevails."*

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*"It has been successful in placing a new focus on vocational education."*

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*"Has caused education to look at itself in a new light."*

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*"The vocational education community has embraced the Education for Employment policy and has moved forward with vigor to make it work."*

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*"...keeping vocational education on the agenda as a necessary part of secondary education amid the push for 'academics' and basic education."*

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*"...administrators and vocational teachers have been forced to assess the status and effectiveness of current approaches to vocational training in light of the real demands and opportunities for technical employment."*

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*"The concept of regional delivery of vocational education has merit."*

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*"...makes sense educationally."*

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*"Existence of an intergovernmental agreement among 13 school districts is, in itself, evidence of the changes launched by the Education for Employment reform initiative."*

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*"The potential of the system can only be restricted by tunnel vision or biases."*

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*"It would be a definite inhibiting factor to the state's growth if Education for Employment were to be neglected or limited."*

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*"The idea of regionalization is a sound concept."*

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*"Brought national recognition to the state of Illinois. Other states are watching closely as we are taking a lead role in implementing a system that will improve the quality and efficiency of vocational education, as well as increasing the access of it for all types of students."*

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*"EFE is a good idea; can revitalize voc. ed. in Illinois, and make a difference in the quality of training if we have the resources needed to pay for it."*

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*"From all indications it appears that regionalization will enhance Education for Employment."*

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*"In spite of all the pressures and the problems, we will make regionalization and Education for Employment work. The students of*
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*Illinois will be the winners because they will at long last be learning about the real work world- the attitudes, work habits and job skills needed to become fully functioning, contributing members of our society."*

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*"Helped keep educators and others focused on vocational education at a time when there is much pressure to promote basic academic education above all else."*

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*"Good for vocational education to have other school people and school boards realize that something is happening in vocational education."*

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*"The status of vocational education has been significantly improved as a result of education for employment."*

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*"Our Board of Control has cooperated with Education for Employment and it is our intention to continue to do so as long as the funding and time allotments for local development are reasonable."*

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*"Vehicle for superintendents, principals, guidance personnel and teachers to address 'area' education issues, especially as to how those issues relate to business/industry."*

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*"It has involved Chief Administrators or Superintendents at the highest levels of vocational education programming or decision-making."*

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*"Twelve superintendents, each with different educational motives and size of systems decided to adopt a set of goals that are far beyond present state 'Education for Employment' requirements. The elements of common need and desire to improve vocational offerings became a major consideration."*

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*"...gains the endorsement of incumbent workers as well as management and owners."*

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*"System wide advisory boards make sense to our commerce and industry partners who are less conscious of school district boundaries."*

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*"Local leaders are working together to plan the future for vocational education."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"At the regional level, we have had to employ a new administration, set up a host of regional meetings for superintendents, principals, counselors, teachers and employers for the purpose of completing a tremendous amount of paperwork required as part of the process for developing and implementing the education for employment plan... this can not be described as an efficient experience on the regional level."*

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*"After such an expenditure of time and money, our vocational program and the programs of other districts in the region are the same February 1, 1988, as they were over two years ago."*
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*"To carry out the plan the way it seems to be intended, we all have to look alike--clones of one another with the same programs, the same courses, course titles and course descriptions."*

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*"It is difficult for implementation when considering the size of our region and the number of schools involved."*

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*"Issues addressed in regionalization for Education for Employment have not been effectively dealt with by local districts."*

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*"This question assumes that Education for Employment has a clear mission and defined goals with expectations that are understood and accepted by all. I believe this to be an erroneous assumption."*

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*"Education for Employment requirements have brought this effective process--including curriculum development, program improvement and staff in-service -- to a halt."*

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*"It is difficult to reach educationally sound decisions when so many parties are involved in the decision-making process."*

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*"The only function I see the project coordinator responsible for is scheduling meetings, filling out forms and communicating with state staff."*

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*"Going through required steps for all programs, regardless of their size and characteristics, may well drain energy that could be better spent improving some programs that are identified on a more selective basis, such as size and/or relevancy of curriculum revision."*

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*"To be 'excused' from some state-mandated steps appears to encounter much resistance and so much documentation from DAVTE that it is almost not worth the effort, even though complying with the steps demands enormous efforts too."*

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*"Is it more efficient for LEA's to offer their vocational programs through a regional plan? It may be, but developing regions must be consistent with other educational regions and/or state programs to become truly effective and to eliminate the internal politics which can block progress."*

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*"The present Education for Employment implementation requirements were developed without adequate local input. This has eliminated flexibility and does not allow for the differences among regions."*

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*"The state has become overly concerned with the process. The process has become more important than the product itself!"*

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*"Schools could offer courses in which there is never enrollment just to comply with a regional agreement."*

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*"For the past three years we have spent several million dollars in developing the Regional Delivery System concept. As of this date, I have seen no tangible results for the secondary school students and only strong direction and leadership at the top levels will bring forth positive results."*

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*"Local school districts have not bought into the system to the point of accepting regional recommendations from the director."*

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*"There are other school districts that because of their size and locale, can stand alone in providing appropriate vocational courses without being tied into the bureaucracy or encumbrances of multi district organizations and another layer of administrative bureaucracy."*

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*"Additional administrative level requires staff over and above that needed to offer quality district programs as in the past."*

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*"Many dollars are being spent on administration and staff personnel who aren't teaching students is a concern."*

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*"Regional board of control has two principle concerns about the education for employment initiative. The first concern is funding and the second one is timing."*

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*"It is...a distinct disadvantage for the project coordinator to have never worked a day as a vocational teacher or administrator in a high school."*

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*"The financial crunch in Illinois, coupled with the realization that consolidation is unavoidable, may present irreconcilable problems."*

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*"Inherent fears and emotional reaction to consolidation have spilled onto the regional delivery concept."*

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*"Communities fear the loss of local schools and programs and will do anything to retain school identity."*

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*"Too many professionals, who are involved with the State Board's regionalization of vocational education efforts, the term education for employment is limited in meaning to secondary vocational education. This confusion is magnified to a greater degree in light of the recent study by the Illinois Commission on Intergovernmental Cooperation."*

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*"Regionalization will possibly cut the vocational education system's own throat; enrollments will decrease and vocational education teachers will be 'let go'."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"There are many planning grant directors who, because of the structure promoted by DAVTE, are housed in a county courthouse or other office building and are practically strangers to things and people in the*
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*schools in their region. They have no authority and...are performing only a bureaucratic function."*

*"Begin work toward a system which would require no intermediate administrative structure."*

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*"The planning grant director is caught in the middle between having to carry out tasks assigned by DAVTE (whether the planning grant director supports the rationale undergirding these tasks or not) and he/she must also cater to the wishes of the local board of control. It is that board that determines whether the planning grant director will be able to stay on the job or not.*

*Often the perceptions for future directions between DAVTE and the local boards of control are not the same. The planning grant director is caught inbetween these philosophical differences, and often it is the planning grant director who suffers the consequences...some of the regions have had two or three different planning grant directors."*

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*"The success of education for employment rests on our ability to have state leaders and local leaders plan for the future. The planning grant directors who are in the most critical position to plan within a region are turning over their positions at an alarming rate. We cannot successfully plan within education for employment regions if the key leaders cannot succeed and remain in their positions."*

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*"Regulations ...[need to] be altered to allow districts to operate and be reimbursed for vocational programs without being a member of a regional system. To force all districts in the state, regardless of size, into a common delivery system, does not appear to be appropriate or useful."*

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*"The regional structure must have some degree of acceptance by all its underlying constituents and positive acceptance by a majority of them. It is proposed that these six statements become a basis to determine if the distinguishing characteristics given vocational regionalization enhance or pose a problem for Education for Employment. This acceptance is enhanced when the process or efforts: 1) are tailored to the districts' collective needs; 2) do not create additional problems for underlying agencies; 3) do not involve issues that local districts can deal with more economically; 4) do not involve costs that infringe upon the districts' operating budgets; 5) are directed to solving problems that are common to all underlying agencies; and 6) result in the districts being relieved of a task or burden."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions for expediting implementation of the Education for Employment Policy.

The Illinois State Board of Education should:

- Determine alternatives to requirements which are causing inordinate amounts of time and resources to be expended by RDS and community colleges.
- Focus attention on incentives to expedite implementation of the RDS.
- Identify model strategies used in RDS and community colleges for implementing EFE and make these known statewide.

The regional delivery systems (RDS) and community colleges should:

- Increase involvement of local personnel in regional activities that reveal an immediate benefit for participation.
- Develop leadership from the ranks of vocational education personnel in the region or district.
- Keep local boards of control apprised of EFE's benefits to their students through local personnel.
- Strengthen communication between service delivery areas (SDA's) and local districts in your region or community college district.
- Establish joint efforts among the regional advisory council, community college advisory council, and private industry council (PIC) to increase awareness and understanding of each others' programs.
- Publicize efforts and success to the communities served by the RDS and community colleges.

## DEFINITION OF SCHOOLING

### ICoVE ANALYSIS

Repeatedly, ICoVE heard persons testifying at the public hearing say that because vocational education is not included in the definition of schooling as one of the primary purposes of schooling, significant problems surface when attempts are made to implement ISBE's Education For Employment Policy.

Forty-five percent of those testifying offered it as a suggestion for resolving problems associated with implementation of the State Board's EFE policy and RDS. During question-answer sessions, additional support for including vocational education in the definition of schooling was offered.

A concern voiced by public hearing participants was that the purposes of schooling receive priority for resources. Without such status, vocational education "gets cut" when resources are limited. Another concern was that, coupled with low priority, increasing graduation and university requirements further curtails scheduling vocational education programs.

During discussions, participants noted that superintendents and boards of control had been active in the planning and program improvement activities which occurred for "gearing up" for EFE. Concern is that when it is time to make an implementation commitment (often requiring resources), these decision makers "pull back" and counter with "the State Board has not made a commitment."

### PROGRESS
(related to Definition of Schooling)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:**

- At the time of the policy study, the definition of schooling was in the process of being formulated.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY:**

- Share in meeting the fundamental responsibilities of public education to assure that all students, whether youth or adult attain satisfactory or appropriate levels of achievement:
  - in areas fundamental to their continuing development; and
  - to enter immediate employment or advanced education in preparation for later employment.

**PROGRESS:** Most do not believe this objective is being met. Many of the students being prepared for advanced education are not being prepared for later employment. Students are making decisions regarding employment and advanced education with inadequate career and occupational knowledge. As a result, many are preparing for advanced education, at the expense of preparing for employment, but in reality, they do not go on for advanced education.

**EVIDENT IMPACT:**

- No impact statements address the definition of schooling.

**PROGRESS:** Impact anticipated from implementation of the EFE policy will continue to be impeded until local and regional systems receive a State Board commitment and financial support for the programs.

IN SUMMARY, because nearly 95% of all people work and less than half continue their education, an objective to prepare all students for employment and prepare those who wish to continue their education to enter advanced education would seem more appropriate than a two tier or two track system.

The merging of parallel tracks (a two-track system) would allow students to be prepared for employment without jeopardizing their preparation for continuing their education is needed.

Education's responsiblity for preparing and maintaining the Illinois' work force has not been clearly defined. This is causing local boards to assume they have no responsibility, thus undermining efforts to fulfill expectations of ISBE's EFE policy.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"We are questioning how serious the state is about vocational education in the public schools."*

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*"We are clearly supportive if the state will make a firm commitment to vocational programs."*

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*"Vocational education is not viewed by the State Board as one of the reasons for schooling. As a result, funding is very questionable."*

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*"Vocational education was not identified in Senate bill 730 as a primary purpose of schooling...the language of the legislation is clear in that where there is a scarcity of resources, local schools must utilize their resources first to support those purposes identified as 'the primary purpose of school'."*

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*"...having to do with the primary purposes of education and the exclusion of vocational education in that effort...it is very difficult for our vocational educators to be seriously included in the purpose of what their schools are doing."*

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*"...they're [superintendents] busy hopping around trying to respond and trying to meet all the mandates. Education for Employment is not part of the definition of schooling. I think it would be easier for them to deal with their boards and their constituents, if it was. If its not, then you know that's easier for them to say 'well its not mandated, so there's a situation we don't have to provide for.' Not many of them are in a position really to make a strong statement about vocational education because they don't have the background or the experience."*

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*"...it [vocational education] is not one of the primary purposes for schooling in Illinois and superintendents have that mandate in front of*

*them to provide their initial resources and monies to support those things."*

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*"If school districts...cannot pass bond referendums to build buildings or tax referendums to increase the education fund and they have to make cuts, vocational education will be one of the things to take it on the chin because again, its not one of the things in Illinois that is supported as one of the primary purposes for education."*

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*"The role of vocational education in the State Board spectrum of requirements appears not important due to funding issues."*

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*"If the State Board is serious about Education for Employment, full funding of this new regionalized format should be established."*

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*"We need a solid commitment by the state in terms of policy and funding."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"Clarify the role of secondary schools and junior colleges in their missions with adult education and retraining."*

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*"We must place great emphasis on correcting this deficiency in the legislation [vocational education as a primary purpose of schooling]."*

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*"State Board should develop a comprehensive plan for delivering education and stop focusing on separate vocational and college prep programs."*

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*"A unified approach to providing comprehensive education opportunities for students of all ages and interest must emerge from the State Board."*

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*"When will the State Board permit the future of vocational education, as a viable alternative within the comprehensive education programs, to be the primary concern of educators?"*

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*"Vocational technical education must be legitimized as an education pursuit."*

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*"The primary purpose of education document does not recognize vocational education as an integral part of a comprehensive high school curriculum . . . if one examines the learner goal statements, one discovers that a majority of vocational ed course content relates directly to these statements."*

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*"The benign neglect that vocational ed has experienced during the era of 'back to basics' and 'increasing graduation/college entry requirements' may or may not have been intentional but it was real and certainly life threatening to vocational education."*

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*"Is vocational education as important as the basic purposes for schooling or not?"*

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*"Should we really commit very much local time and money in support of vocational education?"*

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*"Isn't one of the purposes of any educational system to prepare people for working the existing and future society?"*

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*"...you ought to ask the State Board of Education . . . to clearly identify what it is they expect the schools and students to know and be able to do with respect to work. They have not done that."*

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*"With our state and nation's declining status in the world economy, it is time to recognize that voc ed is not a four letter word, indeed all education is vocational. Our economic health depends on maximum capability and productivity at all levels of our work force."*

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*"If the State Board of Education continues to strategically plan for the future...it will be able to use the Education for Employment system in a successful fashion to help solve those five problems that were identified in the State Board's policy and plan back in 1984."*

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*"State Board needs to make its commitment to voc ed clear."*

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*"Problems administrators face in making choices between academic and vocational programming . . . What ought to be the balance (learning, working, playing) in the school curriculum."*

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*"ISBE has identified the primary purposes of learning. Should they not also identify the primary purposes of working and how the schools can address what we want students to be able to do (about work)?"*

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*"The State Board, from the State Superintendent down, should be pushing Education for Employment as a top priority, that is with funding, rewards for achievement of state determined goals, and a total concentration of effort within the agency."*

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*"We as vocational educators are still second class citizens in the eyes of the State Board of education."*

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*"...you go from grade one and you drop out your formula is based upon what you are taking to the labor market, the marketplace. You get an associate degree, you get a PH.D., when you walk out the door you're selling knowledge, skills and attitude...vocational education is important in the purposes of school. I hope we don't lose track of that."*

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*"What is it that students leaving...high school and coming through the elementary district ought to know and be able to do with respect to work. Until the State Board...takes some leadership, and they could do it, to help define what it is we expect, I don't think that you're going to see the regional concept move forward as well as it could."*

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*"...we need to convey to them [State Board] that they need to take a stronger position on vocational education. Just because of what has happened with the Board of Higher Ed.... That kind of thing, plus the basic purposes for schooling in the state, has really kind of put a damper on the place that vocational education has."*

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*"...the State Board of Education . . . has overlooked its responsibility to clearly identify what it is students need to know and be able to do with respect to work and not just students at the high school level, students at the elementary school level. And you could make the same recommendation to the Illinois Board of Higher Education with respect to the learning outcomes for college bound youth...."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions related to the definition of schooling in Illinois:

The Illinois State Board should:

- Incorporate vocational education into the definition of schooling as one of the primary purposes of schooling.
- Reiterate support and commitment to its EFE Policy and administrative plan.

The regional delivery systems (RDS) and community colleges should:

- Continue to seek inclusion for vocational education as one of Illinois' primary purposes of schooling at the secondary level.
- Continue to review occupational education courses offered in community colleges for transferability to four-year university degrees.
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## STATE ADMINISTRATION AND LEADERSHIP

### ICoVE ANALYSIS

Those who testified at the public hearings expressed that they had problems implementing EFE policies and the RDS plan because of a lack of definite direction and support from the State Board of Education. They voiced a need for leadership, consistency, and understanding of local and regional problems.

Eighty-seven percent of the public hearing participants presenting prepared testimony spoke about state administration and leadership. Thirteen percent of them made positive comments; 48% made negative comments; and 39% made suggestions, nearly all of which were corrective in nature. Of all comments made, 7% were positive, 60% were negative, and 33% suggested improvements.

Presenters were critical of the leadership coming from state staff. They cite inadequate state planning, changing directions in mid-course, lack of timely decisions, inconsistency, mixed messages, voluminous paperwork, unnecessary and inappropriate requirements, and insufficient funds to support added efforts as examples.

Requests include a statewide data base to assist with paperwork, addressing budget issues, and leadership. There was recognition of local and regional accomplishments that may have already met required criteria, thus avoiding unnecessary repetition. They suggest that state staff "define the end product" so people will know where they are headed.

Vocational education in Illinois is in the midst of a massive revamping of its delivery system and the content of its subject matter. This revamping is not only causing people to change "how they do things," but also to change "what they do." Change is difficult. It carries with it a subtle message that what and how things had been done lacked quality. It often requires "unlearning" followed by new learning. It is not surprising to find a sense of turmoil, confusion, frustration, misunderstanding, and dissatisfaction among those who are "being changed." However, there appears to be an inordinate amount of these feelings among those who testified at the hearings.

These feelings, along with a grassroots perception that staff lacks experience, comprehension, and a "real sense" of what is taking place at the local and regional level as a result of the requirements they hand down, cause concern for the future of the Education for Employment Policy.

Presenters were not critical of staff commitment to the effort, as they were of the state board's commitment. (See Definition of Schooling section.) They view state staff as hard working, but lacking in the necessary skills to effectively create change.

**IN SUMMARY,** there is a commitment to the Education for Employment Policy and plan for implementing the regional delivery system. The current process for accomplishing this effort needs to be amended. The end product needs to be defined. The process that will be used to "get there" and "stay there" must be

carefully designed. Extensive participation from those being affected should be incorporated in designing the process.

Misunderstanding, unnecessary efforts, untimely decisions, wavering directions, and general frustrations need to be addressed. Common barriers to objectives are rising throughout the state. An example is transportation. The RDS's are asking for help with these. These can not be ignored. The issues are extremely complex and the line separating direction and dictation is fine.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"The people at the state level who have assisted us are sincere, hard working people."*

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*"DAVTE facilitated a thorough and objective review of labor market information (LMI) in every regional system in the state."*

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*"The ISBE produces many fine documents that communicate a variety of messages regarding its policies and practices."*

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*"The advisory group of planning grant directors that is having regular meetings with DAVTE managers should serve as the communication link to resolve many of the problems associated with unrealistic timeliness."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"State people didn't make appropriate plans to utilize the existing vocational leaders when regionalization all started, we now have duplication of work being done by the 61 "new" vocational leaders."*

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*"Lack of clear goals for regionalization."*

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*"The present leadership program from DAVTE has to be labeled . . . bureaucratic, unpopular and unresponsive to the real needs of vocational education."*

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*"The program is evolutionary in nature, but LEA personnel simply don't trust the State Board of Education."*

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*"Not having a clear vision of the end product; its ramifications, and implications; bureaucratic insistence on non-essential tasks; and reluctance of technical personnel to get actively involved in local day-to-day issues have translated into the State's failure to provide the leadership that would have negated many of the problems now surfacing . . . local districts should be able to expect more solutions than newly created problems."*

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*"Because of unclear directions and change in formatting, the state has caused organizational confusion within districts, excessive paperwork, and unnecessary teacher time away from vocational students."*

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*"It is progressing in spite of the State Board rather than because of their help."*

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*"We, no doubt, are experiencing a change process which some educators have a difficult time accepting, but better planning at the state level would have brought forth better results by February 1988."*

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*"It does appear that the State neither had its goals firmly in mind nor took advantage of the knowledge of successful regional programming. The results have been duplication of efforts and the alienation of some school districts."*

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*"Frustration on the part of the classroom teacher and administrators who feel they need a "ticker tape machine" on their desk to keep up with the latest ideas coming out of Springfield."*

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*"Confusion is caused by change in state guidelines to the region and thus the individual member districts."*

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*"The board of control is frequently told that the state is uncertain exactly how the plan will work, but local plans must be completed and turned in anyway."*

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*"Carl Perkins money was pooled by some of our school districts and used regionally. Yet, individual LEA's got letters concerning reporting."*

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*"My overwhelming opinion, and the opinions of many...with whom I talk, is that those who are in leadership positions on the regionalization plan at DAVTE are 'flying by the seats of their pants'."*

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*"No one seems able to make decisions; and if decisions are made they seem to have no relationship to what will work in actual practice."*

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*"One would have thought long term planning would have been done by this point."*

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*"The state appears to be changing directions at frequent intervals -- which isn't in the best interest of all."*

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*"There appears to be too little regard for the professional judgment of local vocational educators in determining whether or not the elaborate program improvement and articulation efforts required by DAVTE are justified."*

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*"At the planning phase there is too much concern for detail and its subsequent approval by the superintendents...superintendents normally deal with broader issues. Their time is valuable."*

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*"At one point, it was believed vocational directors may not be necessary, but recent decisions and additional requirements almost require multiple administrators to handle all of the paperwork being pushed upon us."*

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*"Continuing demands of the state on our time and limited resources may well accomplish what none of us want and that is to eliminate vocational education at the secondary level and avoid the hassle."*

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*"Excess amount of time doing paperwork to implement regionalization diminishes time of vocational staff in working with students."*

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*"Information processing is voluminous while methods are far from state-of-the art."*

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*"Our energies are consumed in an attempt to conform to the state's changing standards of what it thinks should happen locally."*

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*"We are inundated with forms and requests for information that are of little, or no, local value."*

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*"Time and expertise that could productively be spent on program improvement and management are instead spent on paperwork that has not added to the quality of our programs."*

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*"Advance word from Springfield tells us that next year we will be expected to provide computer printouts for each student indicating which tasks that student has mastered. The manufacturing program task lists are 35 pages long. The process as described to regional directors is ridiculous. It will take a full-time secretary in each regional office just to input the data and manufacture the paper which will serve no purpose whatsoever."*

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*"It seems to me that we, at the local level, are 'jumping through the hoops,' and doing exactly what the State Board (DAVTE) wants us to do. We have little, if any, decision-making authority. We are told what programs and courses will be approved, veteran teachers are no longer qualified to teach, funding formula information is delayed, amounts of money are still unknown, etc."*

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*"...In early November we were supposed to get final word on funding for next year. Before we know it, it was Christmas, we still had no word. We finally got word about February 1st on what funding would be. . . . we should have already been scheduling students into classes for next year and making some final determinations on staffing."*

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*"...we have walked through the labor market data, established those programs that have high potential for placement. We have done the task list verification...completely rewritten the curriculum to the tasks in some of our programs and nearing completion in others. At this late date, now I hear that we're going to have to teach to the 'Illinois Plan' at the ninth and tenth grade level. What does this mean?*

*Am I to start at zero now, at the ninth and tenth grade level, having already done the task lists verification, the curriculum revision, all*

*the steps that were suggested as the steps that we should take? ...we need to know what the target is. At this late date, the people that I work with are going to be very offended by the idea that they weren't shown the target to start with. You know, we should be done. We have prescribed to all the conditions that were set before us and I think, quite frankly, we did an excellent job of doing those tasks."*

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*"If we were going to share teachers that should have already been in line by February 1st, but you can't do that until you know what the State's plan are."*

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*"...It is very difficult to plan one day before the fact,...it's difficult to deal with a chaotic agency and not be chaotic yourself . . . we are not allowing the State Department to stand in the way of many of the things that we need to accomplish and achieve locally."*

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*"We get surprises almost every week from Springfield...my people keep asking me, 'well, is this it? Is this all?'...and I go to another meeting and there's a new surprise."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"It is understandable that the state may need extra time to develop the specific details of this new plan, but it is fully expected there will be a reasonable period of time for local boards of control to comply with the new requirements that are being developed as the plan changes and evolves."*

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*"Vocational programs need, from DAVTE, vision and leadership to survive not programs that are bureaucratic, unpopular and unresponsive."*

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*"The State Board needs to address the budgeting problems...timing is terrible for local planning in the spring...terrible for planning the regional budget and hiring the staff on a timely basis."*

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*"Care should be given not to send 'mixed' messages to local school districts. Being told that a procedure, policy or similar decision was up to the local districts and then having the decision vetoed by the DAVTE staff is an example of this."*

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*"Be prepared to recognize changes that have already been made in the name of regionalization. In some instances, districts have spent considerable effort and effected considerable change to be told the change cannot be recognized until the entire process is completed. This widens the gap between the State and local districts and encourages the local concept that they would be better off outside the DAVTE umbrella."*

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*"State Board of Education must not become entangled in exaggerated emphasis on regulatory and supervisory responsibility, and on following the correct procedure instead of seeking the right result."*

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*"Regional systems should be encouraged to attempt flexible program delivery models."*

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*"Consider developing an incentive program that promotes cooperative development of regional programs which are large enough to be high quality and viable."*

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*"Consider offering seed money or mini-grants which reward schools for consolidating or regionalizing programs."*

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*"State Board and DAVTE will have to provide strong and directive leadership."*

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*"State Board leadership is critical if the concept of Education for Employment and regional delivery is to succeed in today's world of scarce resources."*

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*"Require strong State Board leadership which is capable of uniting the various factions in support of a comprehensive education program addressing the educational needs of all Illinois students."*

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*"It is time for the state staff to pull a group together and decide what the end product should look like. Once that is done let's plan steps on how to get there."*

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*"We must either employ several hundred monks, or explore the miracle of available technology [to complete paperwork]."*

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*"The state requirement for instructor qualifications and course sequencing may be an ideal for vocational education, however, there must be more flexibility to allow districts options and time to rise to the ideal."*

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*"As deficiencies are identified on a statewide basis, they should trigger appropriate statewide response, e.g. purchasing programs, equipment grants, in-service activities under the sponsorship of state universities, etc."*

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*"Coordination of standardization for staffing requirements of regional offices."*

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*"DAVTE should contract with vendors from the private sector who can help them with the strategic planning process. Much of the future success for the education for employment initiative will hinge on how well the managers of DAVTE succeed as forecasters for the future and strategic planners."*

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*"Need help with JTPA, especially with 8% monies."*

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*"Although the tasks are an important function, submitting these completed lists back to the state is a tremendous bulk of paper transmission that could be avoided, and an education for employment plan, whether it be*
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*secondary or postsecondary could be kept as a plan and not entail this type of bulk."*

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*"Implementation is the problem area. It will continue to be [a problem] until the State Board provides firm and directive leadership."*

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*"Some of these planning issues could or should be resolved by the state or others."*

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*"The obstacles to overcome are not impossible and are very realistic, but schools and regional directors are in dire need of better direction from the ISBE."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following efforts to improve state administration and leadership.

The Illinois State Board should:

- Use a consultant who is highly skilled and successful in designing strategies to implement change.
- Develop an exchange or internship program between RDS directors and state management staff to broaden the experience and understanding of both segments.
- Identify problems common among RDS's and community colleges and involve regional and local administrators to help resolve the problems.
- Determine what the end product should look like, design process for achieving the end product and clearly communicate these to the field.
- Establish a calendar of state, regional, and local events to facilitate timely decisions, particularly for financial matters.
- Give incentives for local/regional leadership to design EFE regional services in cooperation with community colleges.
- Promote leadership from the "grassroots" to assist in resolving issues.
- Encourage local leadership from the RDS and community colleges to internalize the EFE policy, thus promoting ownership in lieu of EFE continuing to be considered the property of the State Board of Education.
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## PRIVATE-SECTOR INVOLVEMENT

### ICoVE ANALYSIS

Public hearing participants praised involvement with the private sector. Private-sector involvement in curriculum task list verification has been extensive. This involvement is viewed as a positive step toward partnerships between vocational education and the business community.

In comparison with other topics discussed by public hearing participants, a small percentage (29%) of comments were directed toward the involvement of the private sector. However, major portions of comments concerning task list verification, teacher/instructor in-service education, use of labor market information, and the EFE concept itself included references to the private sector. Over 80% of the comments were positive. Nearly 20% suggested additional ways to incorporate and renovate vocational education's participation with representatives of commerce, industry, and labor.

Testimony by the EFE community reaffirmed the need for the private-sector involvement in preparing people for employment. Examples, in addition to program content, included economic development initiatives, understanding technologies used in today's work force, and motivation for change.

Some felt more need for employer involvement at the regional level than at the local level. Much of the advisory council controversy is based on local districts and programs not wanting to "give up" advisory councils as well as other items.

### PROGRESS

(related to Private Sector Involvement)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY.**

- "Programs are. . .[not being driven by] labor market conditions."
- "Planning. . .[does not] reflect the needs of a diverse labor market"
- "Involvement of the private sector. . .has been largely restricted to an advisory function."

**PROGRESS:** In addition to increased use of labor market information in the RDS planning process, the private sector has helped to identify conditions of the labor market. This contributes to alleviating the problem of not reflecting the diversity of the labor market as represented in a geographic area rather than the localized area of a school district.

Private-sector involvement in verification of task lists goes beyond "advisory". Testimony did not give clear indications that private-sector involvement at the level enjoyed in task list verification, i.e., sole responsibility for identifying tasks to be taught, would be present in other aspects of the EFE program. Fear of the private-sector involvement going beyond an advisory capacity was not expressed.

**OBJECTIVES FOR THE EDUCATION FOR EMPLOYMENT POLICY.**

- "Increase a systematic program of curriculum renewal, staff development and

equipment modernization, each developed in conjunction with employers in their geographic area."

- "Supportive programs. . . responsive to the changing nature of the labor market, to technological advances, to the changing nature of the work force . . .."

**PROGRESS:** All of the suggested systems are addressed elsewhere in this report indicating the extent of private-sector involvement. The objective calls for "employer" involvement. This does not encourage use of a valuable segment of the private sector, i.e., labor.

Awareness of concerns and needs of the private sector has been improved by the RDS process. Knowledge of these needs and concerns should make a positive contribution to being responsive to change and the nature of the work force.

**EVIDENT IMPACT:**

- "More active involvement of the private sector in local programs."

**PROGRESS:** Whether the instance of involvement has increased to a desired level or not could not be determined from the hearings. What could be determined is that the EFE community recognizes benefits and is receptive and conducive to increased private-sector involvement.

IN SUMMARY, involvement of the private sector in some particular areas is a nearly-new venture that is simply serving as an eye-opener for the potential benefits of true partnerships. In other areas, the private-sector involvement is long-standing. The EFE policy and RDS are fostering this relationship. Private-sector involvement during the planning stages of the RDS resulted in reports that the private sector is supportive of the EFE Policy and the regional delivery concepts.

Without a doubt, literally, thousands of hours of time have been volunteered by the private sector to help EFE update its curriculum. It appears that organized labor is not as actively involved as are other segments of the work force.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"Workers [private sector] have become involved in determining what will be taught in the curriculum."*

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*"We found it is possible to identify the specific crossover in skill requirements between certain jobs in an industry and between similar jobs in different or competing industries."*

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*"Business representatives can communicate the specific skill requirements of identified occupations and vocational instructors can clearly identify where they need to change program content and update their own technical skills."*

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*"Over 80% of our graduates who work immediately after graduation work in the communities of our district. That statistic could not be possible without a continual dialogue with employers."*
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*"Helping to build bridges between the private sector and the school system...."*

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*"Business and industry have become aware of the extensive network which exists in our secondary and postsecondary institutions."*

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*"Benefits in a coordinated linkage between vocational programs in a region and the local business community have become very evident."*

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*"It is enhancing local economic development and strengthening the dialogue between the education and business communities."*

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*"[It] has motivated us to begin establishing stronger ties with commerce and industry."*

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*"The workers in the work force have been most cooperative in telling us what they really do in performing their jobs. The vocational curricula that are emerging are new, exciting, and different."*

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*"We have had some positive feedback [from the private sector]...these people serve on our board...[and are] very supportive of our regionalization efforts. We really appreciate their efforts."*

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*"The Tooling and Manufacturing Association provides apprenticeship training for the metro Chicago area. They have 1500 members in that organization and we are developing some cooperative programs with those people to put our guidance people more in touch with those people . . . vocational education teachers more in touch with them,...spend a day in one of our schools, and students could sign up and come talk to them."*

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*"...relationships with our industry face to face, incumbent worker/instructor activities in task list verification proved to be a kind of a side benefit. We had some very positive experiences in the task list verification process. We brought in a lot of people from your region...4,000 man [person] hours were contributed by volunteers within our region to verify task lists....in many cases they certainly were redundant but, the process itself did have some fringe benefits that I think are going to be longer lasting in terms of our relationships with industry and commerce."*

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*"The advisory council concept has certainly played a positive role in this regard."*

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*"...meetings that we've had, have been primarily to thank business and industry people and to bring them together with the teachers that have participated in the program, so that they can further discuss articulation and the kinds of things that they can do....One off-shoot of that kind of involvement has been that many of the teachers have remained in close contact with the employer or the business that they were doing their internship with. They still work with them part time and I think that's been a very good relationship."*
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Question: *"WHAT IS NOT WORKING?"*.....Answers given:

*"...local employers more closely relate to the schools within their community [than within the region]."*

*Question: "WHAT NEEDS TO BE ADDRESSED?".....Answers given:*

*"We see continued evaluation and upgrading as one of the functions that the advisory council will be involved with."*

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*"One of the things that concerns us,...from our superintendents on down; the Boards of Education on down,...historically we have thrown the doors of our high schools open to college recruiters and accommodated those people in every way and allowed kids to pay for the privilege of being recruited by a college by increased tuition costs. And we have not done the same thing with business and industry...we have paid very little attention to what is really happening in our communities and in our economy,...we're coming to those kinds of realizations."*

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*"Why should an advisory council for the region be favored over individual district councils?"*

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*"How do new teachers, not involved with the private sector in renewing curriculum, accept and use it in the content it was intended?"*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following efforts to promote private-sector involvement in the regional delivery system.

The Illinois State Board of Education should:

- Monitor private-sector involvement closely to determine its specific impact.
- Encourage the application of private-sector involvement in the "systematic program of curriculum renewal, staff development, and equipment modernization."
- Encourage the RDS to provide workshops involving private-sector representatives on how to develop business-labor-education partnerships and establish task oriented advisory committees for their regions.
- Expand language referring to private sector to assure labor involvement.

The regional delivery systems (RDS) and community colleges should:

- Take advantage of partnerships in the RDS that existed between local districts and the private sector.
- Encourage teachers/instructors to play a more active role in partnerships and the VIP program.
- Increase private-sector involvement in local secondary areas with the involvement being coordinated at the regional level.
- Involve labor as well as other representatives of the private sector.
- Identify pending issues such as student placement, dropouts, illiteracy in the work place and career information that could be approached in a
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partnership of the private sector and the Education for Employment community.

- Inform vocational administrators of possible limitations of private sector involvement as contained or implied under state or federal statutes.
- Communicate participation of private sector at the company level.
- Involve both unorganized labor and organized labor on regional advisory councils.
- Meet with members of labor and organized labor on a regular basis to discuss training needs and what labor's role with the RDS should be.

## CURRICULUM RENEWAL

### ICoVE ANALYSIS

Participants in the public hearings believe that initiatives to revitalize the vocational education curriculum is one of the elements of the State Board's policy and administrative plan that "is working." Participants were critical of the enormous amount of time and vast amount of statewide duplication of effort required to update curriculum.

Of the 55 people who presented written or oral testimony, 71% made 69 statements directly related to curriculum revision activities of their region. In total, there were 25 positive statements and 25 negative statements about the curriculum efforts. An additional 19 specific suggestions were given concerning what needs to be answered or changed. Thirty one percent of the individuals who addressed curriculum presented positive statements, 38% negative statements, and 31% offered suggestions.

In addition to positive statements regarding the value of the task list verification and validation process, "curriculum" was identified in other areas cited as "working" in Illinois, such as teacher involvement, in service education, private sector participation, sharing of resources, and program access for students.

Negative comments related to curriculum were included in discussions of efficiency and state-level administration, application of task lists into curriculum, and courses vs. program requirements. Program structure was a concern as it related to orientation and funding of programs in lieu of courses.

Statements describing "what is working" regarding curriculum had three focal points:

- Occupational task lists have been verified and validated. This accomplishment is on schedule with the State Board's implementation plan.
- Teachers/instructors have been actively involved and have worked diligently on the effort.
- The wheels are in motion to revise curriculum using the validated task lists, i.e. step one is complete. It is apparent that progress toward fully incorporating the task lists is at varying stages throughout the state.

### PROGRESS
(related to Curriculum Renewal)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:**

- "Involving the private sector - commerce, industry, and labor - more directly with vocational education programs."

**PROGRESS:** A general consensus exists that the curriculum revitalization effort is a vehicle for increasing private-sector involvement more directly with programs.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY:**

- "Include a systematic program of curriculum renewal . . . ."

**PROGRESS:** The occupational task list verification and validation process is addressing this objective. It should be noted that the task list segment is only one part of curriculum renewal. Full implementation will not be realized until these lists are incorporated into curriculum and an on going process for revision is in place.

**EVIDENT IMPACT:**

- "Increased emphasis on program improvement."
- "More active involvement of the private sector in local programs."
- "Outdated programs, dropped, or revised are evident in relation to curriculum efforts."

**PROGRESS:** Testimony supports both increase and satisfaction for the emphasis being placed on program improvement. Private sector involvement is being established for the RDS. Teachers' involvement with the private sector increased as a result of the curriculum renewal effort. The foundation for revising outdated programs through curriculum renewal has been established. The extent to which outdated programs have been dropped is unknown.

IN SUMMARY, the curriculum renewal thrust is commendable. The end result has value to both the student and the work force and to the economic development of Illinois. It needs fine-tuning to avoid repetitive task list verification and validation when the tasks in an occupational area do not vary among regions. The grassroots must realize that if they tap into a state reservoir of tasks, they will be loosing the involvement of the instructors/teachers with the private sector in their own region. This may be a costly trade off. If state-developed curriculum is to be used and teachers/instructors and the private sector are not actively involved, an alternative strategy for involvement should be initiated.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"Virtually everything is being reviewed, tied to specific employment tasks, and analyzed in terms of existing curriculum."*

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*"Labor market studies and the task list verification process have utilized lay people in the curriculum develop process."*

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*"Task list approach to vocational curriculum holds the potential for improving courses. Parts of our present vocational curriculum are organized around worker tasks. Even prior to regionalization we had been incorporating worker tasks as each occupational program was reviewed by an advisory committee."*

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*"Teachers are working on task lists and program plans with more interest than many have shown in a long time."*

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*"Steps made to add relevancy to instruction and training are timely and productive."*

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*"Teachers were made aware of the process of curriculum renewal."*

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*"Vocational curriculum will offer the students...an opportunity to pursue vocational careers in the most efficient manner possible."*

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*"There has probably been more work done on occupational curricula in the past two years than in the previous ten or more years, excluding isolated cases."*

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*"Developed curriculum units which are now in use and/or available."*

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*"Standards for programs."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"The instructors committed themselves to Competency Based Vocational Education beginning in 1982. We had advisors validate task lists and instructors develop curriculum around those lists...because of regionalization, our teachers and their advisors [private sector] had to do it all over because this was the process for all regions of Education for Employment...task lists differed just enough, we had no choice. This was very hard to justify to advisors."*

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*"Loss of local control results in loss of control of course quality for curricula taught out of the district."*

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*"Our region's programs involve teaching to approximately 35,000 tasks in about 1, 000 separately named courses. To use verified task lists to audit the instruction in each course at each of more than twenty sites and to then generate meaningful reports which might really help the instructor write realistic curriculum improvement plans is a horrendously meticulous task if done by hand."*

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*"Whether it be task list verification or massaging labor market information, the fact that much effort was needlessly duplicated is evident."*

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*"Taking classroom teachers...for five to ten days of the school year to validate task lists that the state then sends us two months later discounting what we have done is very frustrating."*

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*"Frustrating when adjacent regions serve virtually identical populations. Is this duplication of effort really necessary in every instance, with no exceptions...would a secretary or auto mechanic who works in Elmhurst be expected to have different skills from a secretary or auto mechanic who works in the adjoining suburb of Northlake?"*

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*"...required without sufficient consideration being given to very small programs that we are very certain will not expand to any significant degree."*

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*"If we are going to make curriculum changes we must do so without state aid and assistance."*

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*"Very few schools presently offer orientation level courses in the health occupations...it is not economically feasible...nor would they get sufficient enrollment to make the course viable."*

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*"Dictating separate cluster status for each Health Technician job, in spite of minimum enrollments in any one of these is an absurd requirement which enhances only the clerical work load."*

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*"Although the Center's detailed lists of program competencies were devised in conjunction with local employers and monitored by them, we are now required to validate new task lists developed at the state level. This involves the validation of thousands upon thousands of different tasks, an undertaking that requires hundreds of work hours."*

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*"Regions are not allowed to share verifications."*

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*"Despite the hard work and tremendous organization of our regional director...and despite several years of attending meetings, looking at curriculum, validating task lists and rewriting curriculum there is very little enthusiasm for the idea."*

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*"What is the value of forcing courses into programs where they are not needed. This whole idea is even more nonsensical when our plan clearly states that a student can enter courses with permission of instructor thereby bypassing the prerequisite course in the program."*

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*"The task lists that have been presented vocational departments are voluminous and in many cases outdated."*

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*"Process [task list] has also been very time consuming for the teaching staff and a loss of teaching time for the local districts."*

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*"Implementing the verified tasks will require a considerable amount of additional equipment not currently available in the local schools."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"How to stay current after the curriculum is in place..."*

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*"Eliminate course requirements and criteria that forces a child to select a life's work at the age of 14 or 15."*

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*"Modifications in some programs need to be made to permit greater flexibility in program selection."*

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*"Many vocational courses have a large portion of content devoted to either math or science objectives...we now have task lists for all of*

*the vocational programs commonly taught in Illinois schools. I am suggesting that the State Board identify those tasks, in each task list, which involve science or math content of their courses and to qualify eligible courses for science or math credit...this process would be much more efficient if accomplished at the state level than for each region or each school to perform the task independently."*

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*"...state curriculum consulting personnel with strong competency-based experience be employed or contracted to work with regional systems or combinations of regional systems."*

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*"DAVTE should seriously consider providing tangible incentives for Regional systems to develop vocational programs that are clearly competency-based."*

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*"Face the facts that we are headed toward a statewide curriculum which will require a certain inventory of equipment to accomplish and put everything on hold until that is done and save everybody a lot of time in the interim."*

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*"If that [statewide curriculum] is where we are headed let's accept it and quit "spinning wheels" with diversions until the state staff get caught up."*

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*"Orientation could be provided within the first 9 weeks of a preparation level course."*

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*"Orientation may be an umbrella type course encompassing a wider range of related voc. ed programs."*

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*"In the technology areas, the college has a problem of attracting students with adequate preparation in the fields of science and mathematics.... Technology programs require a fairly high level of sophistication in the science and mathematics areas. We strongly encourage the high schools to begin offering the Principles of Technology courses which concentrate on applied physics."*

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*"It is also important that the curriculum be allowed to reflect regional differences."*

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*"...that teachers have the freedom to incorporate the tasks into the regionalized curriculum."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions related to implementation of the efforts to revitalize vocational education curriculum.

The Illinois State Board of Education should:

- Retain the curriculum revitalization initiatives based on task list verification and validation at the regional level.
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- Allow flexibility in requirements for verification and validation of task lists to encourage RDS's to exchange or share lists as appropriate.
- Establish a network system to encourage regions to share or exchange occupational task lists as appropriate.
- Communicate requirements to the field for keeping curriculum updated.
- Eliminate collection of information which has no utility in the state office, e.g. rationale for adding or deleting a task.
- Develop a computerized system for banking occupational task lists that can be readily tapped for start-up and/or revision purposes by the regions.
- Focus incentives on developing competency based curriculum using the task lists and implementing the curriculum.
- Identify appropriate alternatives for the delivery of program orientation.
- Implement ICoVE's recommendation pertaining to the development of a 3–5 year plan for curriculum to avoid regional efforts being expended to develop curriculum the state plans to develop. (See ICoVE's report regarding State Plan.)
- Update teacher training universities on curriculum development strategies.
- Pursue a policy designed to eliminate duplication of effort and nonessential paperwork at local, regional, and state levels.
- Include the use of task lists in program content development in the state's evaluation system.
- Continue to offer a series of workshops for vocational administrators and teachers/instructors on Developing A Curriculum.

The regional delivery systems (RDS) and community colleges should:

- Plan ways to communicate the merits and usage of a task list based vocational education curriculum to the private sector.
- Continue to involve instructors and teachers in the curriculum renewal efforts.
- Develop a "maintenance" plan for curriculum renewal.
- Evaluate programs using implementation of the task lists into program content as criteria.
- Assess program, teacher, and student accomplishment using the identified tasks as part of the criteria.

## TEACHER/INSTRUCTOR INVOLVEMENT AND IN-SERVICE EDUCATION

### ICoVE ANALYSIS

Participants at public hearings addressed two areas related to teachers or instructors. One area was their involvement in the overall EFE and RDS process. The second was the in-service education being provided to instructors and teachers.

Forty-seven percent talked directly about teachers/instructors and in-service education. Of those, 65% made positive comments, 27% made negative comments, and 8% indicated areas for improvements.

Positive statements describing "what is working" clearly support that instructor/teacher involvement is essential to the success of the EFE. They are pleased with the opportunities for teachers and instructors to meet among themselves and discuss their programs. Some believe that the classroom instructors and teachers were "brought into the process too late." Others believe their involvement has not yet reached the desired depth.

Concern was voiced for the amount of time away from the classroom that is being required of teachers and instructors to perform various tasks of the EFE concept. It was not clear whether this is being directed toward teacher/instructor involvement, the task being performed, or the scheduling of the required time.

Participants are pleased with in-service education activities being provided through the quality assistance program (QAP, i.e. funds available for teachers/instructors in-service education) and VIP (internship) processes. Concerns for funding QAP at the regional level instead of the local level appear in the Financial Resources section of this report.

Positive statements about instructors and teachers from different instructional levels, e.g., secondary and postsecondary "getting together" also support positive comments about articulation. Support for involving instructors and teachers in curriculum renewal is positive, but notation was made of the time involved.

There is concern for isolated instances where adequate teacher/instructor involvement has not yet occurred. The belief that teachers and instructors should be involved is apparent.

Concern for negotiated contracts superseding the objectives of EFE were voiced by several. Thus indicating that the negotiated contract is an element with which the total process must deal.

Staff reductions, availability of certified staff, variations in staff evaluation plans with the RDS, and the general need for teachers/instructor in-service education are other concerns which surfaced. The need for updating teachers and instructors generally voiced at the hearings was not as dominant as might be expected.

Only the in-service education of teachers/instructors was of concern to the hearing participants. In-service needs of administrators, guidance personnel, student services

personnel, and those involved with special services were voiced only in passing. Frequent remarks (reported elsewhere) cited the value of involving other administrative levels (such as superintendents) in the EFE activities and in-service education. Concern for continued updating of these personnel did not surface.

## PROGRESS

(related to Teacher/Instructor Involvment and In-Service Education)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:**

- "Programs are characterized by. . . a teaching staff in need of retraining."

PROGRESS: The internship known as the VIP program was designed to provide teachers/instructors an opportunity to update their work skills. The QAP provides for other methods of in-service education. EFE is addressing in-service education needs. Testimony indicates current activities are appropriate and are promoting progress toward updating instructors/teachers.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY:**

- "Include a systematic program of. . . staff development. . . in conjunction with employers in their geographical area."

PROGRESS: The mechanics of a "systematic program" are in place for the QAP and VIP programs. There is no assurance that the two programs will adequately keep staff updated. The soon-to-be initiated evaluation process may provide evidence of the extent these programs are being used routinely. Consequences for inadequate or inappropriate efforts are not clear. The ability of the QAP and VIP programs to complement each other may be hindered because they are administered by two separate authorities.

Although the VIP (interrlship) program involves employers, there are no other clearly defined requirements for employer involvement in a "systematic program of staff development."

**EVIDENT IMPACT:**

- "Increased emphasis on program improvement."

PROGRESS: Instructor/teacher in-service education has received substantial emphasis and is causing change to occur. Although the teacher/instructor is a vital link to program quality, other factors such as curriculum and equipment are also important links. The attention currently being given to updating teacher/instructors is evidence that changes are occurring.

IN SUMMARY, Illinois has acknowledge the necessity for designing a system that can provide for updating teachers and instructors of the Education for Employment system and has proceeded to establish that system. People believe teacher/instructor participation is important in the design and implementation of the EFE and RDS.

Little attention has been given to in-service education for administrators, other than vocational education administrators. With the level of administrative attention being given to EFE programs as a result of the policy and administrative plan, this oversight may be worthy of review.

Other than the involvement of the private sector in the internship program, there is little guarantee they are involved in other aspects of the in-service education system. A role in QAP design may be appropriate. Consolidation of the two separate administrative entities for VIP and QAP may be essential for this to occur.

As expectations for teacher and instructor involvement in implementing the EFE increase and as EFE agreements and procedures affect instructors/teachers, the issue of negotiated teacher contracts will need to be addressed.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"The most profound feature of regionalization that enhances education for employment is the renewed effort for all vocational teachers of working together."*

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*"Bringing together instructors from the high school districts and colleges who are in the same program has been extremely valuable."*

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*"Faculty developed a spirit of camaraderie that enabled them to enter into frank exchanges of information and ideas about their programs."*

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*"The potential through the regional system to provide in-service to teachers now in specific instructional assignments. However, the College...is now providing leadership, using local high school staff and their staff for planning and expertise to set up in-service for vocational education teachers throughout the region."*

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*"The articulation process is also drawing educators from the secondary and postsecondary levels together to discuss and review specific program area content, which again enhances the educational process for the students."*

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*"...created a positive vehicle for meaningful dialogue between: 1) vocational teachers from different schools within regional systems, 2) vocational teachers at the secondary and community college levels, and 3) vocational teachers and representatives of business and industry."*

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*"...our teachers are beginning to meet together and looking at task lists together, so I feel there are real advantages there."*

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*"...that [in-service education] also encompasses our community college district,.... It is a two way street and I feel that we are getting along at both levels."*

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*"[Provided] funds to allow people to go back into business and industry . . . to work with local business and industry in an internship or a job shadowing kind of activity, and then write up a curriculum and present that back and hopefully implement some of those good ideas into their curriculum...."*

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*"All QAP money expended by the schools in the region has been combined into a joint plan."*

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*"Teachers have been able to focus objectively on the changes they must make in curriculum content, classroom structure, and their own technical skills and technical knowledge."*

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*"...We are doing many of the staff development projects on our own, but we are also working with the regional instructors in specific program areas...."*

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*"The meeting of the teachers together is certainly staff development. Learning about each other's programs has been a great help to these teachers. Anytime we can get them together...there has been articulation between...."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"Teachers are not easily involved in the process due to the large numbers to be in-serviced."*

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*"Teacher associations are experiencing concerns as to how regionalization effects contract agreements."*

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*"Districts must face problems of staff reduction if large numbers of students were to attend classes in neighboring schools. This in turn generates morale and union problems within the district."*

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*"Teachers have been taken away from their teaching assignments to work on regional committee work."*

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*"Lack of time for instructors to complete all the necessary tasks needed to implement new curriculum."*

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*"We have avoided our most valuable and vast resource which is the existing qualified classroom teacher."*

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*"The process from the beginning has been very frustrating to the classroom teacher and mainly because of the unknown final result."*

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*"Staff evaluation/development plans are not the same among the districts of the region."*

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*"Some areas of concern...all teachers have not sincerely been brought into the regional system...teachers are out there with fear rather than knowledge."*

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*"Difficulty in providing properly qualified and certified staff members in certain areas of trade and industrial, home economics, business, health, and agriculture."*

Question: *"WHAT NEEDS TO BE ADDRESSED?"*.....Answers given:

*"How can teachers be expected to wholeheartedly support this plan when they have no realistic explanation of job security, tenure, or salary schedule in a region?"*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following initiatives for addressing the maintenance and improvement of EFE staff.

The Illinois State Board of Education should:

- Provide the QAP and VIP systems for updating EFE personnel, using the same administrative authority for both, i.e. RDS and community college districts.
- Incorporate Individual Professional Development Plans (IPDs) for vocational education personnel that are prepared in conjunction with the private sector, including labor as well as management, as part of the in-service system.
- Provide state leadership to assist RDSs to resolve issues related to RDS contracts and negotiated teacher contracts such as differences in teacher evaluation systems, sharing of staff, reduction in staff, etc.
- Establish a systematic approach for updating guidance counselors, student services personnel, and administrators, which includes QAP, VIP, private-sector involvement and the IPD concept.
- Add the university system to the "systematic program . . . of staff development" in a more definitive manner.
- Establish an ad hoc advisory group (with membership representing administrators, student services, counseling, teachers, and instructors) to develop a "topical" plan for staff development (see ICoVE's Review of the State Plan) which would provide recommendations for preparing and updating vocational personnel.
- Provide a state thrust to increase teacher/instructor proficiency in teaching basic academic skills in their programs.
- Provide a state thrust to increase proficiency of academic teachers in teaching application of knowledge.

The regional delivery systems (RDS) and community colleges should:

- Develop ways to keep local boards and administrators who do not routinely work with Education for Employment updated.
- Provide extra technical assistance to teacher/instructors who have not been actively involved in the EFE implementation process in order to help them "catch up."
- Incorporate assurances in plans for updating personnel which will require routine, systematic in service education for all EFE personnel.
- Be sure all education personnel in the RDS and community colleges, particularly those involved in vocational education, are knowledgeable of the EFE objectives and process.

## LABOR MARKET NEEDS, INSTRUCTION AND EVALUATION

### ICoVE ANALYSIS

A general sense that program offerings and content are being evaluated for being "in tune with labor market needs" is apparent. A number of efforts are being made which involves teachers, faculty, administrators, and student services personnel in creating an awareness of labor market needs. Some activities include participation of the private sector. Review of existing labor market information, particularly that which was specific to geographic region, is helpful in identifying needs of the labor market.

Of all persons testifying at the public hearings, 80% spoke of program revisions that are occurring in the Education for Employment community. Of these, 48% were positive, 16% were negative, and 36% made suggestions or asked for clarification of the overall mission.

Comments related to labor market needs received a large amount of attention. EFE requires activities which are resulting in a better understanding of labor market needs, particularly by teachers and instructors. The tenor is that the RDS is causing schools and community colleges to examine the total vocational education package being offered to their students. This package includes the basic academic knowledge and skills needed for different occupations, attitudes, basic need for comprehension of technology, and work habits necessary in the work place. Decisions are driven by what they are learning about labor market needs.

The awareness of the necessity for private-sector involvement is surfacing not only among the vocational education community, but also among administrators, academic staff and boards of control. The broadening of this awareness is credited with causing education to examine the total program, not just vocational education or a segment of it. They believed needs of the work place are being better addressed.

On the negative side, some testifiers voiced concern that the EFE was more of a new system of delivery than a force to drive new content. They saw little relationship between educational reform (Senate B730) and the EFE initiative.

Concerns of those who view EFE as more process oriented than content oriented cite concern for technology, integration of academic and vocational education, adequately teaching employability skills, and offering programs that are futuristic-based in lieu of status quo-based as issues needing to be addressed.

In order for full implementation of the EFE policy and RDS, the EFE role in education needs to be clarified. The underlying questions seemed to be "where does it fit in the overall educational mission?" and "what is the relationship of EFE to academic education?"

## PROGRESS

(related to labor market needs, instruction, and evaluation)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY.**

- "Programs are too often driven by student interest rather than labor market needs conditions."
- "The involvement of the private sector. . . in partnerships with schools has been largely restricted as an advisory council function."

**PROGRESS:** EFE has made its community more aware of labor market needs. It has caused an assessment of student interests in an effort to match these with labor market needs. Educators are not "buying into the concept," e.g. labor market driven, in total, but tendencies toward it are appearing.

The educational community has confidence in the private sector's ability to not only communicate labor market needs, but also to suggest ways education can address these needs.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY.**

- " attain satisfactory or appropriate level of achievement to enter immediate employment or . . . later employment."
- "Support. . . programs. . . that are responsive to the changing nature of the labor market, technological advances, to changing characteristics of the work force . . ."

**PROGRESS:** These objectives will not be fully realized immediately, but testimony reflects efforts targeting these objectives. Increased involvement of the private sector in an attempt to determine labor market needs and review of labor market information are making a significant impact. The private sector is contributing quality to helping keep abreast of technological advances.

**EVIDENT IMPACT.**

- "Greater efforts to assess labor market and technological needs of the area."
- "Outdated programs dropped or revised."

**PROGRESS:** Although the process prescribed at the state level was often criticized for its volumes of paperwork, the results were valued by persons presenting testimony. Program content is being updated, as are instructional methods. Local or self-evaluations have been completed for the purpose of aligning programs with needs.

At the present phase of implementation, more program revision than program deletion has occurred.

IN SUMMARY, Until local and regional educators are satisfied that students have an adequate base of labor market information and needs on which to make their choices, they are likely to remain somewhat skeptical about the justification of labor market driven offerings in lieu of student interest driven offerings.

Information about the needs of the labor market including attitudinal, academic, occupational, technological, and job skills is being reviewed and used in both programatic and content decisions. Local evaluation to assess changes which need to occur are being done. The private sector is being used in the process. Substantial studies have been made. Efforts should continue.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"*****.....Answers given:**

*"Program evaluation has been given top priority so the district's programs comply with new state mandates."*

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*"...commissioned a separate task force to completely revitalize career and vocational education from grades 7 through 12."*

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*"...updating vocational education and making it more like the real world of work."*

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*"...data served as the basis for the identification of occupations for vocational programs in the region."*

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*"Caused our district, during the past three years, to evaluate individual vocational programs and vocational staff certification."*

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*"Student interest has been surveyed and future labor market needs determined."*

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*"The review of labor market information identified...information necessary to identify current programs that are offering training in emerging occupations [and]...programs that are no longer relevant. It identified where new programs need to be created to offer training in emerging occupations."*

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*"...organizing vocational programs according to occupational clusters and focusing articulation around job skills, a new level of communication is emerging."*

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*"Has brought these teachers together for the purpose of developing a curriculum based on current business and industry needs."*

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*"...Having a program based on labor needs is a positive note. I think a lot of us just offered programs and we really didn't look at that - what the labor market was really wanting."*

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*"...its potential impact on curriculum...we've done a lot as far as coming along way working with the superintendents, intergovernmental cooperative agreements and things like that, we're just beginning to see the real true impact on curriculum . . ."*

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*"We are now talking about the generalizable...key skills, transferable skills, that we tended to forget when we were talking about task listings, task analysis and all of that training side of the function."*

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*"...curriculum revision has to include the reading and the math in vocational education classes...in a very, very real way. Giving students an opportunity to learn these concepts with hands on materials*

*where its not all conceptionalized, where they can deal with things and can become much more of a meaningful citizen in our society."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"Little or no emphasis was placed upon service sector, low technology, or no technology programs."*

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*"For the most part it appears to be 'business as usual' in the day to day secondary offerings."*

*"Challenged vocational educators and business representatives should be concentrating on the mission of vocational education rather than on reorganization patterns."*

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*"The review of LMI clearly identifies changing labor force requirements . . . local school administrators and regional board members have, overall, failed to acknowledge the relevance and appropriateness of this information in developing program offerings."*

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*"Schools wanting to stay 'status quo'."*

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*"Administrators looking at funding rather than what is beneficial for a child's education."*

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*"Regionalization suggests only a new delivery system for addressing some of the problems with traditional offerings, e.g., lack of equipment, teacher upgrading, traditional course offerings."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"Some confusion as to philosophy of program based on area of state in which you are located."*

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*"This country cannot afford to have all residents receive college educations at existing costs for a $4 or $5 per hour job in the service industry."*

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*"Issue of academics and vocational training must be addressed . . . baccalaureate degree is not viable for all students...we must prepare for the world of work and the world of academia...if a student is unsure where their aspirations lie they will choose the academic tract to ensure admission to a college or university."*

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*"When will DAVTE finally accept the fact that high school age students are not mature enough to be in "training level" courses. The high school program should be broad; flexible, and leave true training level courses to the Junior Colleges."*

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*"The high schools need to begin offering applied mathematics and applied chemistry courses to their students as options along with their theoretical offerings."*

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*"...if you don't remember anything else I say, I hope you remember this; vocational education gives the student a dimension of employability that he [she] doesn't have without it. ...knowledge all by itself won't buy you employment."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions related to the use of labor market needs information in determining program offerings and content.

The Illinois State Board of Education should:

- Continue to work with the Illinois Occupation Coordinating Committee (IOICC) to program geographically compiled labor market information to the RDS and community college.
- Establish a system involving commerce, industry, labor, and management for keeping up to date with labor market needs, changes in the work force, and technological advances necessary for providing appropriate leadership.
- Assist RDS and community colleges to incorporate concepts basic to all employment into their programs.

The regional delivery systems (RDS) and community colleges should:

- Identify needed instructional content based on labor market needs that is necessary for all students in education for employment, regardless of occupational aspirations.
- Use private sector involvement in identifying labor market needs.
- Strengthen guidance and counseling services to students to assure that all receive adequate career information.
- Encourage integration of concepts which are basic to technology in academic as well as vocational education programs.
- Increase the involvement of guidance and counseling personnel with commerce, industry, labor, and management.
- Provide information to the private sector about demographic characteristics of the RDS and community college districts and the "supply" side of labor market information.
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## STUDENT SERVICES AND ACCESS

### ICoVE ANALYSIS

Expanding opportunities for students is an outcome desired by many who participated in the public hearings. While praising the efforts of the regional delivery system to accomplish this goal, they were quick to express dissatisfaction and concern for barriers that would prohibit expanding student options.

Remarks addressed two topics. The first was student access to both quality and variety of programming. The second was student access to services.

Fifty five percent of the individuals testifying expressed their views about student services and access. Of these, 40% made positive comments, 37% presented negative aspects, and 23% offered suggestions. The negative comments accounted for 48% of the testimony and positive comments accounted for 37%.

Few presenters focused remarks on targeted populations. Serving target populations is a major piece of vocational education legislation. It drives substantial funds to the RDS for services. There is evidence that regional delivery systems are working in this direction, but the topic was of minimum importance at the hearing. Eighty one percent of the testimony was concerned with expanding opportunities for all students.

Participants voiced pride in the improvement of program quality. They credited curriculum renewal, teacher in service, and general interest in vocational education. Increased program offerings and program sharing within the region were cited as ways of expanding options and access to students.

Small schools and rural schools indicate the greatest expansion of offerings. Expansion of program offerings is also occurring in urban and large school settings.

Concern was voiced that student interests may not be met in light of the requirement for labor market information to drive programs. Some were concerned that students may be forced to make choices at an early age.

They believe guidance and counseling programs have an important role to play in the "student access" arena. The status of the guidance and counseling system in the entire process of implementing the RDS was not clearly defined, but there were suggestions that it needed to be "beefed up."

Concern for student services, including services for targeted populations was apparent as part of several topics discussed at the hearings. In most instances, student services have been assessed and plans for providing services are being developed. Until implementation of those plans is complete, an accurate assessment will not be possible. Both optimism and skepticism for the ultimate impact of EPE and the RDS on student services were expressed.

Without a doubt, there is a significant amount of concern for barriers to student services and student access. These barriers include:

- Scheduling within the RDS
- Transportation of students and/or teachers, and
- Graduation and impending university entrance requirements.

It was the perception of nearly all who testified that until these barriers can be removed, student access will not be fully realized. (Additional information provided about these three concerns are found in sections of this report titled "Sharing Resources, Teacher/Instructor Involvement and In Service Education.)

## PROGRESS

(related to Student Services and Access)

**PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:**

- "Programs are too often driven by student interest rather than labor market conditions."
- ". . .does not allow for ready program accessibility to youths and adults."

**PROGRESS:** It appears that considerable shifting has occurred to cause programs to be driven by labor market conditions in lieu of student interests. It is apparent that not all subscribe to this shift. The rationale appears to be that student interests are important. The "counter" is that guidance services are not adequately informing students.

Sharing of programs and agreements among schools within the regions are addressing the accessibility problem. Unless barriers are removed, many programs will be available, but not accessible.

**OBJECTIVES OF THE EDUCATION FOR EMPLOYMENT POLICY:**

- Assure that all students are prepared to continue their development, enter immediate employment, or continue with advanced preparation for future employment. (paraphrased)
- "Assure. . .programs and services in a non-discriminatory and equitable manner."
- "Support vocational education programs. . .that are responsive. . .to the academic, technical, and attitudinal development of their students.

**PROGRESS:** Program accessibility and special services for students who need them will contribute to these EFE objectives. Education for Employment is not reaching all students. Scheduling requirements for most "college-bound" students make EFE inaccessible. Many students are counseled away from EFE in the event they may wish to attend the university. Program improved initiatives are helping to improve programs for those students who plan to enter employment or continue their occupational preparation.

The final objective affected by access and services is that of developing students' "academic, technical, and attitudinal skills." The extent to which these objectives are met will be due in part to the accessibility of programs and services. Efforts to integrate academic, technical, and attitudinal skills have been made. The public hearings generated minimum testimony on the subject. Program materials for teaching "employability skills" (attitudinal) have been developed. The extent of use is not known.

**EVIDENT IMPACT:**

- "Expanded services for targeted populations"

**PROGRESS:** The hearings did not generate sufficient evidence this is taking place. Information was provided to indicate that needs assessment and planning for services for target populations is occurring. Some RDS's reported they have already "pooled" their resources and begun some activities.

IN SUMMARY, the regional delivery systems are developing mechanisms necessary to make program offerings and special services for students available. RDS personnel appear to be sincerely attempting to assess student needs and design programs to meet these needs. Opportunities for students are being expanded.

A remaining problem is that significant impediments or barriers exist which continue to make many programs and services, and ultimately opportunities inaccessible to students. Until these are removed, opposition to the RDS concept will continue to surface. To date, efforts have been commendable, but need to be directed toward the final phase, e.g., making it happen.

The EFE and RDS can be credited with expanding the availability of programs and services to students, but it is still too early to determine credits for accessibility. Certainly, programs and services must be available before they can be accessible. Many RDS's need time to work out the barriers to accessibility.

Funding allocations (provided by the Perkins Act) for serving targeted populations have already been "pooled" in about 1/3 of the RDS's. Positive results of this initiative were cited. Based on these success, it appears future services and access for targeted populations will be enhanced as a result of the EFE and RDS.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"There's another thing that these Superintendents are talking about, and they do it very well, they talk about the needs of their students . . . those superintendents are very keyed in to the needs of those students."*

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*"With the creation of the regional vocational system...the programs from which students could choose increased dramatically."*

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*"Foresee only more enhancement of current services in the future."*

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*"Expanded services to students concerning vocational education is good."*

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*"Broader vocational offerings would be available to students in the region than could be possible in a single district, especially in this time of declining enrollment."*

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*"Vocational students are provided with access to a broader array of curricula."*

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*"Vocational education will have expanded services available for students and teachers such as access to assessment centers for disadvantaged and handicapped students and specialized discipline services."*

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*"Previously the smallest school had provided their students only three programs - occupational homemaking, industrial, and secretarial - the students suddenly had an opportunity to select from eighteen different programs."*

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*"Our largest school increased the number of programs available to their students from nine to eighteen."*

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*"The increased program choice available to students and the fact that students from small schools had an equal number of choices as those from larger schools, is reason enough to form a regional program in a rural area."*

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*"Student services committee has been meeting regularly to develop a student services plan."*

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*"And we also were assisted [by JTPA] in...some programs that were for students, disadvantaged students...."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"To date very little has impacted on students."*

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*"Transportation is one of those factors, that with present mandates and time constraints on a student's schedule, a regional program will be hard pressed to have students available unless the program is in the local building."*

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*"Enrollment in vocational education is difficult at present. Student desires pose a second problem."*

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*"Present trends indicate that students (and parents) are opting for educational levels higher than the needs of the labor market. Students with these higher aspirations may also wish to partake of a vocational program, but because of scheduling problems these students are not available to enroll in occupational classes."*

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*"The call for an increase in the number of academic credits required for high school graduation might very well result in an increase in the number of high school dropouts. It may also result in a decrease in the number of vocational education students."*

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*"Current career information programs, career counseling, and program marketing strategies are not adequately informing students of the emerging employment climate."*

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*"We see increasing pressure to encourage students to focus on academic education."*

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*"The movement of students from one place to another...problems generated in this exercise are not limited to the logistics of transporting students, but also the legal ramifications."*

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*"We have developed our own vocational programs separate from the State Board of Education's because we believe they are needed and necessary for the future of our students."*

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*"Increased high school graduation requirements and...college entrance requirements make it so many students, especially those who are college bound, will have little, if any opportunity to take vocational courses."*

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*"[Guidance and counseling].... There is some work going out. There has been some assessment to assess what's going on regionally, but there has been nothing put in place in terms of a consistent formula. That is also a part of what's being worked into next year's plans. Progress isn't as rapid in regionalization in our area as one might hope and maybe one might expect."*

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*"Student services areas,...guidance departments in some schools have not been brought into the system...being the last to know the status of what's going on is a real problem."*

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*"These [vocational] students need the attention and love and care of all ancillary services as much or more than any other and they will not have the availability if required to leave the building for classes, travel, etc."*

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*"Students need to identify with the total school program and not be alienated from their peers."*

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*"...improvement of services to students and no expansion of services to students through regionalization."*

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*"From the beginning, the introduction and implementation of this program has been weakened by the toughened Illinois stand on Education, Senate Bill 730, and the Illinois Board of Higher Education's new college entrance requirements. The real shame and the real disservice is to the students of Illinois."*

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*"[Special Populations]...I'm sorry to say, very frankly, it has not been addressed to any great extent. Through the regional student services committee, this is an issue in next year's plan where we're putting some things together, but to be honest, there has been very little impact within that arena in terms of expanding those services to the smaller schools."*

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*"...I'm talking with special educators about our transition program, and one of the concerns that they addressed was that their programs are so*
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*structured that while they want to get the students out to work, if they flunk one or two classes, it almost negates them from going on to any kind of work study program."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"Schools must develop student services programs which help students select proper programs for their abilities or future opportunities."*

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*"How can vocational students not be made to feel like second class citizens because of the big push to stiffen college requirements, increase high school graduation requirements, etc.?"*

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*"The State Board's policy on schooling and student learning states that vocational education is a necessary delivery system for providing special learning environments and teaching techniques designed to assist individual students in their educational development. Within that purpose, DAVTE has outlined its mission as:*

1) *to assure all students, whether youth or adult, attain appropriate levels of achievement in areas fundamental to their continuing development, and*
2) *assure that all students attain a satisfactory level of achievement appropriate to either immediate employment or advanced education and preparation for later employment.*

*"Many of the tasks assigned by DAVTE to the education for employment systems are heavily slanted toward the second statement of purpose and there has been a lack of attention given to the first purpose."*

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*"If the state staff doesn't make recommendations or acknowledgements of student services which are currently provided because of these funds, students will lose these services while another structure is developed by the regions."*

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*"We have tended to focus on skill development instead of the whole student,...that's natural we do that, we were taught to teach skills. We have to look at the student as a whole, as a part of the academia."*

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*"As long as the public, parents, and students have the Board of Higher Education (1990 or 1993) requirements in mind, few are going to sign up for vocational courses - regardless of how accurate the verified task lists are, how attractive the course sounds, if they are 'regionalized, etc.'."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following efforts to improve the accessibility of programs and services to all students.

The Illinois State Board should:

- Continue to encourage the development of agreements which provide for sharing of programs and services.
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- Identify RDSs with solutions to transportation, scheduling, and graduation/entrance requirements and make these known to others.
- Define the difference between availability and accessibility of programs, and establish criteria to assess it.
- Encourage regional districts to develop "2 plus 2" curricula, i.e. sequential programs encompassing grades 11 and 12 and two-year community college programs.
- Identify exemplary RDS models for providing student services, particularly for targeted populations, and make these available to other RDS.
- Implement ICoVE's recommendation to develop a 3-5 year plan for student services, particularly targeted populations. (See ICoVE's report, *ICoVE's Review of the State Plan for Implementing Education for Employment in Illinois FY 89-90.*)

The regional delivery systems (RDS) and community colleges should:

- Provide in service education for guidance and counseling services to assure that interpretation of labor market information is presented to students so they better comprehend its affects on them.
- Determine which programs and services are truly accessible, as well as available and initiate changes to improve accessibility.
- Strengthen efforts of the RDS student services councils.

## ARTICULATION, COORDINATION, COOPERATION

### ICoVE ANALYSIS

Participants in the public hearings voiced pleasure with strides toward articulation, coordination, and cooperation. They credit the Education for Employment Policy and administrative plan with being the catalyst. Requirements for articulation of secondary and postsecondary programs received praise.

Of those presenting testimony, nearly half (47%) commented about the articulation of secondary and community college programs with 69% making favorable statements. Only 12% of the testifiers made negative statements and 19% had suggestions for improving the process or suggested its continuation.

Without a doubt, communication within the Education for Employment community has grown by leaps and bounds. This was clearly apparent throughout the hearings. Teachers are talking with other teachers, and administrators are talking with other administrators. The results are a positive sense that this is causing program improvement. For some, communication is a positive beginning.

Outcomes will not be available for measurement until articulation agreements are in place and appropriate curriculum adjustments made and carried out. Communication is a positive step forward among teachers in a geographic area who are teaching the same program.

"Benefits to students" is an ultimate outcome believed to be favorable. The process is being enhanced by the increasing amount of teacher in service activities which are described as "opportunities for teachers to get together and find out what others are doing." The task list verification process identifies the tasks to be taught. The tasks are the basis for program content. With the program content being clearly identified, articulation is simplified.

Suggestions for improving articulation generally focus on continuing efforts already initiated and examples of why it is needed. It is clear that the grassroots wants better cooperation, coordination, and articulation. This does not mean, however, that they won't fight and wage turf battles to achieve it!

Comments related to coordination and cooperation with JTPA programs were made by only 4% of the participants who presented prepared statements. Statements made during the question answer period involved 31% of the participants. Three fifths of these statements were positive.

Comments pertaining to both the articulation of programs and coordination with JTPA, tend to focus on a single activity, that of communication. Efforts must go beyond communication, but communication is a commendable first step.

Historically, communication between the vocational education and job training communities has generally been lacking. Cross membership on PIC and regional advisory councils is a commendable step forward and needs to be more widely implemented.

There is optimism for vocational education and JTPA coordination. Communication is increasing in frequency. The EFE community is suggesting that coordination between vocational education and JTPA become part of the EFE and the regional delivery processes.

The mismatch of RDS, community college, and SDA boundaries pose a coordination problem. The problem exists when SDAs cross RDS and community college boundaries and when RDS and community colleges cross SDA boundaries. This surfaces questions of service providers, funding, and eligibility requirements. The newly required coordination agreements may address the issue. Those agreements had not been completed at the time of the hearings.

As part of the ISBE Policy Study, the ad hoc advisory group considered several alternative ways of establishing regional boundaries that would be compatible with existing boundaries of job training, other education programs, and other state agency programs. Included in these discussions was the potential value for asking the State of Illinois to establish boundaries for all state agencies. The political and turf implications which surfaced resulted in the advisory group recommending that ISBE let the RDS's emerge from the grassroots. Rationale was that they could build on existing local relationships, thus minimizing future struggles of rebuilding the good working relationships they already had in place.

ISBE decided that rather than "assign" boundary lines, the local districts would determine their own regional area. Public hearing testimony suggests this decision is creating problems for coordination. The problems are prevalent not only with JTPA, but also with other education entities. (See also the section on Teacher In Service and the administration of QAP and VIP.)

## PROGRESS

(related to Articulation, Coordination, Cooperation)

**PROBLEMS IDENTIFIED IN 1982-84 ISBE POLICY STUDY:**

- "The existing system permits unnecessary duplication of effort among service providers. . . ."

**PROGRESS:** Increasing discussions among teachers both within the regional delivery system itself and between the secondary and postsecondary levels appear to be addressing this problem. The apparent trend toward more communication between JTPA and vocational education personnel is also a positive step toward alleviating the problem.

Some efforts to coordinate services, particularly for targeted groups are occuring. These efforts are in their infancy and at varying stages of implementation.

**OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY:**

- "Provide vocational education. . . through a regionally organized secondary system and the existing system of community colleges."
- "Assuring. . . opportunities to all students by providing access . . . to programs and services in a non discriminatory and equitable manner."

**PROGRESS:** The required articulation agreements between the community college and the regional delivery system are contributing to the objective.

Coordination and cooperation within vocational education and with other service providers are needed for expanding opportunities to students. Efforts for improving coordination and cooperation are expected to continue to contribute to these objectives although concerns for "turf protection" emerged throughout the hearings (see "Sharing Resources" section of this report).

EVIDENT IMPACT:

- "More efficient use of financial and human resources"

PROGRESS: In items listed by the State Board as "evidence" that implementation of the EFE policy was attaining its objectives, none directly cited coordination or articulation. However, "more efficient use of resources" could be greatly enhanced by improved articulation and coordination. Evidence does not exist to universally support that efficiency has resulted. Several examples were cited which indicate unnecessary duplication is being avoided and that the process for sharing of programs is being put in place. The presence of efficiency cannot be fully realized until the new system is operational.

IN SUMMARY, there was sufficient testimony to indicate that communication among vocational educators, with other providers, and with those who contribute to employment preparation has improved as a result of the EFE policy. Evidence also exists to support the notion that concerted efforts to improve articulation, coordination, and cooperation are being made.

The absence of aligned regional boundaries for those sectors attempting to coordinate programs and service continues to create frustration and fragmentation.

A sense that coordination, cooperation, and articulation activities are important and valuable to those striving to meet the EFE objectives is present throughout the testimony presented. Efforts should both continue and expand as the first year of the regional delivery system is implemented. The vocational education community has positive expections for articulation success.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS WORKING?"***.....Answers given:

*"New linkages have been formed which will only serve to strengthen...s programs and create opportunity for our students."*

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*"Creates more cooperation between high schools and community colleges which has given vocational students a realistic expectation of job skills and requirements."*

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*"Increased dialogue between local districts addressing cooperative programming and between secondary and postsecondary levels addressing articulated programming."*

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*"Increased communication among the secondary schools in the same geographic area and between the secondary and postsecondary institutions in those regions."*

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*"Has instilled a new spirit of cooperation."*

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*"Increased emphasis on secondary and postsecondary articulation is one of several commendable aspects of the Education for Employment policy and is one that will be of benefit to all segments of the community."*

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*"Some unique activities are made possible when communications and understanding among decision makers becomes reality."*

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*"In regard to increased and enhanced communication and articulation with the high schools [and community college] the regionalization plan is working well."*

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*"...the cooperation between the junior college and the secondary schools that we didn't have before the regional program. JTPA and regional systems are now cooperating and have an excellent relationship with the PIC council."*

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*"...probably one of the best things in the world will be the articulated process between the community colleges and the secondary schools."*

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*"Our hope is that the large schools will not dominate the process in any way, shape, or form. We're working very hard in our region to make sure that that does not happen. Fortunately we have some cooperative superintendents who sit on the steering committees, who help us in that area...."*

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*"Dialogue occurring between colleges and school district."*

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*"Those students [secondary] who currently are being taught on the community college campus are taught by the community college staff and are awarded community college credit held in escrow upon successful completion of the specific courses for which they are enrolled."*

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*"Articulation...is and should continue to be a benefit for all students seeking this transition between levels."*

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*"Faculty...[at community college] who have participated in activities have been uniformly enthusiastic about meeting with colleagues from the high schools."*

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*"Intergovernmental cooperation has increased as a result of education for employment."*

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*"The community college, the university...and the JTPA consortium are all represented on our governing board."*

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*"Coordination of federal projects."*

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*"Many local leaders come together to discuss vocational education."*

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*"Substantial increase in communication among agencies involved in employment and training activity."*

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*"We had nothing but trouble with JTPA. It has fortunately improved with our Farmers Union, PIC council and JTPA here.... We are developing good relationships now."*

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*"...We've worked some things with the United Private Industry Council and try to cooperate with the ventures that they have,...the philosophy that we have with the United Private Industry Council is that on the job-training is a major thrust and so with the exception of few good youth programs, most of our money is devoted to on the job training."*

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*"Our relationship with JTPA has been...that we wanted to keep them updated on what was going on in education for employment...."*

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*"I think that cooperation [with JTPA] will come. I think that's something that has to be dealt with."*

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*"...we are tied in with JTPA and have a very good working relationship with the JTPA office. There are quite a number of our educators that do serve on the PIC council."*

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*"...they have a number of people from JTPA that serve on a variety of our different committees.... We have jointly funded the assessment center..."*

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*"We have an excellent relationship with both the PIC council...and with our local JTPA. We are very much involved with them, not only in helping them spend their money, but in their planning and delivery of programs."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"Until there are formal agreements and the junior college is forced to be a member, it [articulation] will remain more cosmetic than real."*

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*"Lack of dialogue between colleges and local district."*

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*"...our problem comes with the other JTPA where...they're in the wrong region. Consequently we can't get cooperation between...[two SDAs]."*

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*"We're experiencing the exact same difficulty now in trying to put together a regional plan with JTPA because...[one town] is sitting there in a little pocket by itself."*

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*"We must continually guard against offering a course at the high school level which will merely be repeated at the community college level."*

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*". . . we talked of developing a JTPA project involving [two counties] . . . and the people...thought it was a wondrous idea. So I wrote it,*

*put it together, sent it to them and all of a sudden it was no good because they realized that [two counties]...were in another region and they could not cross boundaries. They could not use money from there to help in a total program, consequently it fell to the wayside... "*

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*"I don't like the idea of having to take this monstrous document [plan] to JTPA for their review and approval before sending it off to Springfield, but again I can live with that."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"...there has been very little coordination with JTPA. It's still separated into individualized areas. We have not been involved in any coordination of activities. I would assume that that's not going to be the case down the road. I would hope that would not be the case. It makes sense to put it into the regional concept."*

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*"Encourage a greater cooperation between regional systems and community colleges to involve secondary, postsecondary, and adult cooperative ventures."*

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*". . . If we are truly going to be an articulated system and if we are . . . going to offer the student (when they enter a high school)...a way they can go all the way through without duplication, then it is necessary for us to have our advisory boards with...[the community college], because to me it makes no sense to have an advisory board viewing a 9-12 program and one arm viewing a 13-14 program and having them make different recommendations."*

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*"Require sequential articulation with two and four year educational institutions developed by career selection."*

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*"Repeating of courses has been a problem for many years for both the secondary schools and the community colleges and must be rectified."*

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*"Continue with the identified articulation process on a program-by-program basis to seek the best possible transition for students who leave the secondary program and continue with postsecondary education for employment."*

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*"...we need to address and give people...an example of...and what an articulated program means...."*

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*"...I think to make a generalized statement that regionalization has eliminated turf problems, or caused turf problems is not correct."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions related to implementation of efforts to improve articulation, cooperation, and coordination.

The Illinois State Board should:

- Mandate program articulation between high schools, area vocational schools, and associate degree granting institutions as well as the Job Training Partnership Act and adult education programs.
- Identify exemplary articulation and coordination models and make them known statewide.
- Monitor articulation and coordination agreements to determine results and assess the impact.
- Identify educational boundary issues that need to be resolved.
- Identify boundary issues that need to be resolved with the JTPA community.
- Encourage development of "2 plus 2" curriculum, i.e. sequential programs encompassing grades 11 and 12 and the two year community college program.
- Encourage "credit in escrow" for secondary student participation in community college and university programs.

The Illinois State Board of Education, The Illinois Community College Board, and Department of Commerce and Community Affairs should work together to:

- Establish procedures to address boundary issues caused by overlapping among community college districts, SDA's and RDS's
- Communicate to and seek assistance from the Governor, where appropriate, on boundary issues which present problems for coordination of programs and services.
- Strengthen assistance to facilitate coordination between vocational education and JTPA among RDSs, SDAs, and community colleges.

The regional delivery systems (RDS) and community colleges should:

- Continue to place emphasis on the benefits of cooperation, coordination, and articulation.
- Continue to provide opportunities for secondary and postsecondary teachers/instructors to meet to discuss articulation.
- Use quarterly coordination meetings with SDA's to initiate resolution of coordination problems.

# FINANCIAL RESOURCES

## ICoVE ANALYSIS

Persons presenting testimony at the public hearings discussed, at length, issues related to funding. They discussed how QAP funds and funds for targeted population services were being "pooled" at the regional level and used for regional initiatives. In addition, they described how schools are sharing resources for a financial savings to the participating districts in order to make the "already limited funds go farther." (These comments appear in sections "Sharing Resources" and "Student Services and Access.")

Most everyone made comments about financial resources (98%). Fifty four percent of these individuals presented statements about "what is not working" as it related to funding. Forty six percent offered suggestions. Of all statements made, 62% were negative.

The negative comments included 30% concerned with the general loss, or fear of loss, of local funds to support the regional system. Twelve percent voiced concern for the lack of timeliness of decisions related to funding. The funding processes used were criticized by 20% while 38% were concerned about the insufficient amount of funds. Of those who offered suggestions, 45% suggested process improvements; 40% suggested the amount be increased; and 15% suggested changes involving the concept of administering the region and the demands on financial resources.

Just prior to the public hearings, the State Board released the long awaited reimbursement formula to the regional delivery systems and local schools. The relationship of timing between receipt of the formula information and the ICoVE public hearing undoubtedly was a factor in both the volume and nature of the testimony received.

Concerns voiced about the shift of funds from the local to the regional level were twofold: 1) fear that funds intended to "serve students" are being "taken off the top to support another layer of bureaucracy;" 2) a fear that their own local district will "not get its fair share." Large districts believe they will have to "carry small districts having limited financial resources." Smaller districts fear their needs are not large enough in numbers to be given adequate attention.

Negative comments noted that funding information is not being provided in a timely manner. Considerable planning is required of the regional delivery system with the local districts. This planning requires timely decisions to be made without knowing the amount of funds available for support.

Testimony referred to the lack of funding information available and concern for the formula and allocation of funds. Some of these concerns included:

- Matching requirements for administration;
- Heavy weights given to number of persons served and its impact on sparsely populated areas;
- Inability to receive support for programs determined as desirable through regional planning but not recognized by the State;

- Formula factors not recognizing the number of districts in a region or the geographic size of the region; and
- Narrow interpretations of formula factors for "sharing."

Areas of concern regarding the insufficient level of funds.

- Insufficient state and federal funds to adequately support vocational education.
- More requirements (reporting, planning, services, etc.) were being placed on the local and regional districts "without additional funds to do the job."
- Adequate funds are not being used to target priority or critical needs such as the administration of the regional delivery system and equipment.
- Vocational education itself is not a high enough priority at the state level to be allocated sufficient funds. (See also the section in this report, "Definition of Schooling").

Presenters want the State Board to make funding information available to them in a timely manner. They want improvement in the amount of funds allocated to support the administration of regional delivery systems. They want the State Board to recognize differences (such as size, population) among regions and design alternative formulas to accommodate differences.

Presenters want computerized reporting and data base systems to be designed to facilitate reporting requirements which generate the flow of funds.

Those persons suggesting an increase in state funding felt that EFE is not ranked high enough by the Ilinois State Board of Education and the Illinois General Assembly to obtain adequate resources.

## PROGRESS

(related to Financial Resources)

PROBLEMS IDENTIFIED BY THE ISBE 1982-84 POLICY STUDY.

- "Programs are characterized by the presence of outmoded equipment . . ."
- "The existing system permits unnecessary duplication of effort . . ."

PROGRESS: Testimony indicated little is being done as a result of EFE to make funds available for replacing outdated equipment. Some processes are established within regions for sharing which may diminish the volume of equipment needing to be replaced.

Sharing programs and not replicating existing programs, facilities, and equipment also appears to be diminishing the instances of need. These two accomplishments do not mean that the "equipment crises" is over. It is not. It may mean, however, that support for equipment, should it be made available, now has a greater chance of making a significant impact. If nothing else, the problems of obsolete equipment may have become "manageable".

OBJECTIVES OF EDUCATION FOR EMPLOYMENT POLICY.

- "Support vocational education programs with state and federal funds that are responsive to the changing nature of the labor market to technological advances, changing characteristics of the work force and to the academic, technical, and attitudinal development of their students."

**PROGRESS:** The objective of the ISBE policy for EFE, states clearly that it is the intention of the State Board to provide funds to support only those programs meeting state criteria.

The objective is reached by requiring the criteria to be met as part of the approval process. The extent to which the approval process is carried out is not clear. This is due in part to varying phases of implementation of the RDS.

Only one request of the presenters fell outside the framework, [needs meeting state criteria for approval] and that is for support of "locally determined" needs not meeting state criteria. The State Board does provide support funding for "locally determined" needs if the RDS provides information to substantiate that the labor market needs in its area are unique and justify the program. Many feel the paperwork requirement to substantiate the need is too laborious.

**EVIDENT IMPACT.**

- "More efficient use of financial. . . resources"

**PROGRESS:** Several "cost saving" measures are resulting from EFE and RDS. There are some facets of EFE causing added costs.

Until EFE is fully implemented, precise measures of financial information needed to assess efficiency may not be available. Financial resources are more accurately described as "re-directed" than as "more efficient." Whether or not the "re-direction of funds" is deemed "more efficient" remains a judgment call.

IN SUMMARY, the RDSs need information about the financial resources available from state and federal sources, at least one year in advance. In addition, 3-5 year projections are essential if RDSs are to continue to truly plan as expected.

The necessity for state and/or federal resources to help support the administrative structure of the RDS is clear. Concerns for an equitable voice in funding decisions made at the regional level, "regardless of local district size or clout" need to be put to rest.

Frustrations from both local and regional administrators caused by "more to do and less [funds] to do it with" are undermining the overall well being of the EFE concept.

Reimbursements are an incentive. This incentive appears to be the only remaining link to state leadership for a common direction for vocational education. Repeatedly, testifiers implied that if the "hoops to go through" are too numerous, they will soon ignore the incentive. Should this occur, vocational education programs will become a local option with a local goal.

## EXAMPLES OF TESTIMONY

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"Local funds have been strained to their limit."*

*"We have found ourselves in the position of being prepared to withdraw from the...AVC because of the structure of that organization, even if it means loss of all state funding. The potential decisions of that organization could be such that it would have a negative impact upon our school district and thereby force us, for our own financial stability, to withdraw from a regional delivery plan."*

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*"We sustained an actual decrease in state funding. It is difficult to see how, as we move into the implementation phase, we will be able to make meaningful improvements without additional state funds."*

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*"Local districts, which are experiencing loss of tax base and increased costs brought about by Senate Bill 730, cannot incur the additional costs which will be involved."*

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*"Needed dollars should be in the classroom not in regional administration."*

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*"Some loss of local options and amounts of local funding from the Quality Assistance Plan (QAP), as QAP money has been allocated for regional activities...[has occurred]."*

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*"No increase in funding to the local level to match the increase in paperwork and people hours expended."*

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*"In 1988-89 and thereafter, each local education agency in our region will be committed to an assessment system to support the administrative structure of the region."*

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*"Projections at this time indicate that the district...share could range from $2,000 to $2,500. Thus, while we will be providing the same programs and the same services which we have been providing to our students, we will be paying some $2,000 more in order to be eligible to receive the same share of vocational education reimbursement as in the past."*

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*"The structure was imposed upon the member districts and represents the goals and intentions of the State. There is no argument that local districts had some input into its development, but in most cases, they had to agree with the concepts and/or philosophy of the State or dropout."*

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*"[Funding] indecision for the past few years has damaged local vocational programs seriously."*

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*"How can effective plans for the improvement, or development, of programs and services be formulated when funding allocations are known only three weeks in advance?"*

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*"Regional planning for education for employment program implementation has been a lock step process aimed toward start up July 1, 1988, but as of February 1 regional directors could not inform their boards as to what the state share of administrative costs, or any other funding, would be for 1988-89."*
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*"We are not given funding levels but expected to plan and approve budgets."*

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*"The expenditure of staff, faculty, employer, and incumbent worker time to comply with the regionalization process for these programs [small programs not expected to expand] is unwarranted."*

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*"Funding will simply be taken from general reimbursement monies and transferred over to regionalization needs, and in effect, creating a back door assessment so the supposedly cost-efficient regionalization system will ultimately result in lower reimbursements to districts already under funded."*

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*"Schools are apprehensive of the future of vocational education. The administrations have not been expending funds for expansion, but follow a policy of 'wait and see'."*

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*"Outlines a gimmicked up formula that results in a 40% penalty to regions that do not participate in administrative support."*

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*"Doesn't bring in that much supplemental money (1-3%); it makes up only 10-15% of your program, but takes 50% of your time."*

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*"...the way the funding formula for regional administration was developed. Since it is based upon the number of credits generated, sparsely populated areas in southern Illinois have greater geographic areas to cover and must articulate with a greater number of schools. We receive less funding than regions that have greater populations of students who can generate more vocational credits. They may only be administering programs in one or two districts within a few miles of each other."*

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*"Our board of control would emphasize that time and money are the two major impediments."*

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*"DAVTE is 'lucky money' for education money is tight and many schools are having budget problems. If enough money were available from other sources, our school for one would probably choose not to participate in this exercise in frustration. The reimbursement is not worth it."*

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*"With the education reform movement under a full head of steam, the education for employment initiative has been given a less than priority status by the State Board of Education."*

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*"Education for employment will cost money if it is to be successful . . . new funds will be needed for: teacher upgrading and retraining; better pre service for training new teachers; additional equipment and replacement of equipment which is obsolete or outmoded; and start-up costs for new programs.... There has been some increase in state funding, but that did not offset losses (which occurred in the federal programs) brought about by changes in the Perkins Act."*
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*"Funding and planning grants for Education for Employment were distributed, but did not provide the required incentive to promote regional cooperation."*

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*"With the shortage of the educational dollar, it appears that many schools will continue to function with archaic equipment."*

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*"If proper equipment is not forthcoming it will do no good to have the best task list available."*

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*"Some instructors are not convinced EFE is going to work or is even necessary. If we can't provide the equipment and curriculum materials necessary to support EFE many voc. ed. instructors will lose what little confidence we have generated to date."*

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*"...at the last meeting that I attended, a superintendent stood up and said, 'well, we're going to bring our program in line with the state program, but if we do that, we're going to ask for all that money and we're not going to share it.' Now that's a problem...and our director has done an excellent job in terms of modifying that particular problem."*

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*"...there appears to be a problem between large and small districts. . . . that problem is almost universal because the school business revolves around money."*

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*"...superintendents will argue over it even if its just a dollar and fifty cents a student in their region, because they need every penny they can get for all kinds of initiatives. They don't want to take money away from some of those initiatives to try to support another mandated program that came in from the state."*

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*"We have, this year, probably a record number of students that work either part time or in some cases, a full time shift...I can certainly see a need for a cooperative type of work program, a work study, or something of that nature which would probably help us...currently we receive no reimbursements and we don't have the financial wherewithal to absorb that cost because we can't start that program until regionalization is completed."*

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*"You don't get the money to administer, you don't get the money to operate, and you don't even get the money to transport."*

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*"...when we start tying in all courses to a program, then we are going to lose funding for some courses, but that's going to be an individual district decision,..."*

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*"...the superintendent is going to fight for his students...superintendents are interested in their school district and they will cooperate up to a point. They want to be informed, but you walk in with a mandated program and tell...[the superintendent] that there's no money - its not going to be implemented. And I am sure a lot of us work for*
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*superintendents that are like that. It won't make any difference, the State can cry all they want to."*

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*"...If you want to talk targeted populations -- disadvantaged and handicapped and limited English speaking -- we don't even accept the money -- $160 we're allocated for all three. That's not worth the accounting. We simply provide the service that we've been providing. That largely is due to the way the Carl Perkins Act is structured, nothing that the State can control."*

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*"We're going to kill vocational ed in some of our schools. They re going to say, 'I don't want to mess with it. Its not worth the money.'"*

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*"On the other side of the coin, they [superintendents] begin to talk, . . . saying you know I only get so much money from the State Board...."*

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*"If school days have to be cut, there won't be time for vocational education or other electives...those kinds of issues are going to be solved by the powerful people in Illinois, the political people and the people who have the money. They are going to say what's going to happen in our schools."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"Another problem we are having in our region is with finances. The AVC is administered by the...Board of Education. We can operate on a reimbursement basis in many cases. We can spend dollars before the state dollars come because of the large operation of the district...can accommodate it. At the direction of DAVTE, the ESR's are usually the regions' fiscal agents. While there is some advance funding, there are times when we can't make certain payments because the planning grant revenue is lagging the expenditures needed. If more dollars were paid up front, these financial problems wouldn't exist. There is a concern . . . that as the Education for Employment operation grows, the ESR, as fiscal agent, will not be able to provide fiscal services needed unless vocational funds are allocated to establish a more sophisticated business office."*

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*"When AVC's were organized years ago, they were provided certain advantages and opportunities. . .we were able to have our buildings built and equipped. We have been able to provide excellent vocational training. The regionalization process is taking those advantages away from us and making them a function of the region's Board of Control . . . AVC's may also be granted certain benefits by those Boards. During a typical year, the...AVC would receive eleven thousand dollars in the Quality Assistance project; with the...district and the AVC combined, we would receive thirty thousand dollars for Special Needs students; and about fifty thousand dollars for equipment. Starting next year, these dollars will come to the region along with additional dollars in a bundle. I'm really concerned that we may only receive a part of the*
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*funds which we are accustomed to. Other larger vocational departments will possibly have the same concerns."*

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*"The State Board should consider allowing the district to lease equipment using state and federal monies."*

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*"Student progress and program funding need to be based on student outcomes or competencies. In this context the recently announced ISBE/DAVTE funding guidelines for the Regional Delivery System and vocational programs seem to be at odds with the basic concept behind Education for Employment."*

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*"Explore ways to fund programs for the skills students achieve, rather than the time they spent in courses or classes."*

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*"How can any reasonable group assume that it will cost the same amount to operate the program as it does to plan the program? The state has continually added responsibilities at the administrative support level."*

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*"Orientation should be acceptable for funding when students at any level, 9-10-11 or 12 are enrolled."*

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*"Adequate state-level funding of regional office activities and staffing is needed. We believe that the entire concept is in jeopardy if the state continues to take the position that local districts will eventually contribute to its funding."*

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*"...under the new funding guidelines from DAVTE, they talk about multiple factors of funding,...one of those is a 30% funding for the sharing of students between districts...that is probably totally unrealistic in our situation...we're wondering why we can't get funding if we share within districts between sites?"*

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*"Now we have some very large metropolitan areas and some very rural areas and to identify any one given formula that's going to address all the needs...is near on to impossible. It may be, in fact, that what is needed is a whole series of funding formulas to address that issue."*

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*"Regional Planning Grant Directors and local administrators are being asked to make all of these decisions (program sites must be selected, equipment needs solved, students scheduled into classes, staff determined, transportation arranged, budgets set) having long term impact on the local schools with little information available from the State Board of Education concerning funding of programs under the new plan."*

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*"Consideration should be given to keeping that money [Perkins] at the state level for some very special initiatives instead of pushing it out into the regions, knowing it may be impossible to meet federal expectations during a time when we are so completely caught up in an extensive change."*

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*"To be asked to share regional administrative costs is simply another state shift of educational burden to the local tax base...the current 'carrot' of matching the last 20% of a regional budget is not a very subtle means of doing that."*

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*"Place an emphasis on increasing the amount of reimbursement to the local education agencies for program operation, equipment and in service."*

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*"Why force a school to participate regionally in order to receive funding if a competent set of programs is already available to students?"*

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*"What assurances can schools be given concerning the funding for vocational education by our legislature?"*

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*"The funding formula should take into consideration distance and population of a region."*

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*"[The State Board]...must address, along with the Legislature, adequate funds to keep the vocational program properly housed and equipped."*

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*"Opportunities for workshops, conferences, and seminars devoted to the learning of new skills or the upgrading of existing skills need to be provided for our faculty."*

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*"Salaries must be made more competitive with industry in order for schools to attract new teachers qualified to teach the new technologies."*

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*"Needs to put its money where its mouth is, funding is imperative."*

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*"We appreciate the equipment money that has been received during the past years, but if we are to keep pace with business and industry, we must have our students trained on up to date equipment. Do continue equipment funding."*

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*"I urge the state to strongly consider 100% funding of the RDS budget to administer the program so that school districts will not have to allocate a portion of their already depleting educational dollar!"*

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*"What would you like us to tell the State Board? ...the individual needs of the district are going to have to be considered.... What's in the incentive for those people to go ahead?"*

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*"Any of the special grants that come along like the one to provide the regional administration ought to be fully funded from the superintendents' points of view. They don't really relish having to come up with another $10,000 to match the 80% funding that the administrative part of it is going to get."*

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*"...how can we keep those districts that feel they can't afford to go along with it? How can we keep them involved in a statewide system for vocational education?"*

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*"Reward has to exceed expense. There's got to be some positive reason in there for cooperating...to have better services, better educational programs, better access for their students in their school at their system or at another site, that's going to be the reward."*

~~~~~~~~~~~~~~~~

*"The state education agency must make a bigger commitment to funding the training of youth and adults, or we can continue to not fully meet our commitment for training and spend the money on retraining, subsistence (welfare) and to house those who run afoul of the law because they can't 'earn' a living."*

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*"The State Board should provide reasonable support for the administrative structure of regions."*

~~~~~~~~~~~~~~~~

*"...there needs to be more leadership from the state in funding and in providing money for the director of the regional vocational system."*

~~~~~~~~~~~~~~~~

*"They [local boards of control] also view this position [EFE Policy] as something that will benefit the State of Illinois as much as, or maybe more than, it will benefit them locally. So they view that as something the State ought to pay for."*

~~~~~~~~~~~~~~~~

*"...if we're going to have regionalization we need the funding. We can't afford to take the money away from local school districts when we're all in trouble. You know, if the program's appropriate and its a mandate, then lets fund it."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following efforts related to funding.

The Illinois State Board should:

- Monitor and assess the funding process, as presently established, during the first year of the RDS implementation, to ascertain if:
  - monies are being spent on quality programs which address labor market needs,
  - the present formula assists LEA's in providing quality vocational education programs,
  - funding for administrative functions, such as articulation agreements, at the community colleges is adequate.
- Implement a funding system to enhance the adequacy and effectiveness of the delivery of EFE programs including:
  - Administrative costs of the RDS and communitiy college district for EFE
  - Making EFE an integral part of the educational system.
  - Allocation of funds in a timely manner.
  - Incentives for combining resources to serve people.
- Seek state funds for updating equipment in the RDSs and community colleges when the RDS is implemented, articulation agreements are in place, duplication is reduced, and the equipment problem becomes manageable.
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- Establish a five year funding plan to provide projections to RDSs and community colleges for future planning, such as a thrust to be given to update equipment, or a thrust to be given to teacher updating.
- Provide technical assistance to regional and local personnel, particularly new RDS directors, to alleviate misconceptions about funding and to point out alternatives they may find advantageous within the current system.
- Identify programs to engage support from the private business sector to assist in providing modern equipment for training purposes.

## SHARING RESOURCES

### ICoVE ANALYSIS

Perhaps the greatest expectation of the EFE policy is that it will result in sharing resources to provide an efficient system for delivering quality vocational education capable of addressing labor market needs throughout the state. Many successes were revealed to ICoVE at the public hearings, but many crucial problems remain, some of which have legal, as well as philosophical ramifications.

Of those persons testifying, 58% presented examples of how they are sharing resources. This figure does not include the numerous examples specific to other topics discussed in this report such as curriculum renewal, teacher in service, student access, funding, etc.

Twenty-eight percent of the testifiers cited problems encountered when they attempted to share resources. Over half of these problems are concerned with transportation and scheduling. Problems generally focus on:

- Transportation related issues include legal concerns, costs, and distance.
- Scheduling issues are concerned with the student's ability to schedule everything he/she needs to take (particularly in light of increasing high school graduation and university entrance requirements).
- The absence of a master schedule for local schools and community colleges is also a concern when they try to share.
- Negotiated teacher and instructor contracts are emerging problems.
- Whether or not students want to go to another district for courses, as well as the feelings of parents, is believed to be a problem.

Transportation and scheduling problems are also discussed in the section of this report concerning "access." By sharing programs, expanded options are made available to students. Unless transportation and scheduling problems are resolved, these options remain inaccessible.

Nearly half of the negative testimony centered around "politics" and "turf protection." Some presenters described the problem as an "unwillingness to cooperate." Rivalries, politics, and turf protection, particularly of rural communities, are having an impact on resource sharing.

Transportation is the primary theme for "what needs to be addressed?" Time for students to seek additional help, participate in extra curricular activities, i.e. setting students apart as "different" are viewed as negative results of EFE students traveling. Traveling teachers may be a better option.

Scheduling problems require that attention be given to alternative and creative ways of organizing educational programs to facilitate students being able to meet requirements for graduation and university entrance. The role of Education for Employment in the total educational process must be defined before the scheduling issue can be resolved. (See Definition of Schooling section of this report.)

"Turf protection" and "politics" can only be resolved when the interests of students exceeds individual interests of those involved in the delivery system.

## PROGRESS
(related to Sharing Resources)

PROBLEMS IDENTIFIED IN THE 1982-84 ISBE POLICY STUDY:

- "Unnecessary duplication among service providers. . . ."
- ". . . Outdated equipment . . ."

PROGRESS: Sharing resources is particularly successful as a strategy for beginning to resolve both of these problems. Schools have created a variety of ways to share equipment and teachers, not only in EFE programs, but in the academic areas as well. Not all equipment problems will be solved in this manner.

OBJECTIVES OF EDUCATION FOR EMPLOYMENT:

- "Share in meeting the fundamental responsibilities of public education . . ."

PROGRESS: The policy objective states that the State Board will accept responsibility for sharing in the delivery of educational programs. Sharing of resources within the regional delivery system and community college system is not an objective of ISBE's EFE policy, but rather a means by which many of the objectives can be met. The pooling or sharing of resources is being encouraged and successfully used to maximize limited resources necessary to provide quality programs.

EVIDENT IMPACT:

- "Planning and delivering Education for Employment programs in cooperation with other schools in a geographic region."

PROGRESS: Cooperation among schools in the RDS and with the Community College districts is increasing. Efforts to share resources are enhancing cooperation.

IN SUMMARY, community colleges and regional delivery systems are working together in an attempt to share resources so students can be better served. Some resistance remains, but it is lessening. Turf fights, politics, and scheduling problems related to transportation are the three greatest road blocks. Transportation hassles will be partially resolved once scheduling problems subside.

Information about sharing of resources permeates this report. The concept is emerging particularly in rural areas. Resource sharing has tremendous potential for the efficiency of the delivery system.

## EXAMPLES OF TESTIMONY

Question: *"WHAT IS WORKING?"*.....Answers given:

*"Because of the locale of our community and the surrounding school districts, for us, by and large, it makes sense to be in a cooperative and work mutually towards providing career and instructional alternatives for students."*

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*"Once programs are in place in any one location or school setting it will*
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*simplify the initiation of new programs at the other locations as opposed to 'reinventing the wheel'."*

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*"Increases possibility of sharing personnel, equipment, advisory boards, students, and new ideas."*

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*"...jointly sending students and managing an Extended Campus program."*

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*"Views are being offered about how schools can work together to offer quality courses/programs."*

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*"If there is a need for a program that is not offered in one of the schools but is available at the community college or correctional center, we contract with them to provide it for us."*

~~~~~~~~~~~~~~~~

*"12% of our training level enrollments are being moved to a different location than their home school for classes."*

~~~~~~~~~~~~~~~~

*"Programs with less student demand and higher cost are available at the community college or correctional center...."*

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*"Schools are very much involved cooperatively in business partnerships in dropout prevention activities, in join programs with JTPA and in programs for special needs students."*

~~~~~~~~~~~~~~~~

*"Provide quality programs for students who previously have not had the opportunity to experience the variety of offerings now being made available."*

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*"Staff vocational certification and expertise are difficult to obtain and maintain in all skill areas. This is especially true at the capstone level programs."*

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*"...employed a computer maintenance person and a gifted teacher to provide services to the schools from the regional office."*

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*"Regionalization offers a resolution to these conditions [lack of money and resources]."*

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*"Joint use of support funds, such as QAP money."*

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*"It streamlines administration."*

~~~~~~~~~~~~~~~~

*"The program objectives and testing program mandated by the new education reform are being written on a region wide basis."*

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*"Through this joint effort a more effective vocational education program will be provided more efficiently."*

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*"Schools of the region now provide all teachers in-service jointly, vocational and academic."*

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*"Schools entered into a cooperative drug/alcohol prevention program for elementary schools."*

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*"In theory, all of the small high schools should have access to programs they otherwise would not."*

~~~~~~~~~~~~~~~~

*"The formation of the vocational system concept of sharing has mushroomed and will continue to grow."*

Question: ***"WHAT IS NOT WORKING?"***.....Answers given:

*"What impediments to regionalization currently exist? Politics, overlap of other existing regions, internal managerial systems are different which may work against each other rather than together."*

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*"The extent to which large and small districts are willing to put politics and personalities aside in the interest of good programs for students."*

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*"The willingness of local districts to be cost efficient in vocational programs by sharing teachers and students with other districts to continue programs in an efficient manner."*

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*"Individual member districts being reluctant to cooperate if cooperation requires individual district sacrifice."*

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*"Disinterested attitude of small school districts local autonomy appears to be prevalent in the small school districts and in many cases they have an inadequate vocational program, but are not willing to take advantage of sending students to high schools that have good programs."*

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*"There appears to be a misconception that sending their students to a large high school will cause drug problems to surface and also a reluctance to attend school in some cases with minority students."*

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*"Problems are the result of conflict between regional delivery and other variables."*

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*"The process will face many roadblocks with politics entering in as the biggest barrier to success after financial considerations."*

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*"It will be a difficult assignment to determine what school will offer which programs, who will get the equipment dollars, what students will be transported where, what curriculum will be finally decided upon, and how will staff matters be handled (who will teach what, where)."*

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*"...transportation nightmare, e.g. travel time, scheduling, period offered, clock day variables, school calendar variables."*

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*"Students lose class time due to travel...as much as two hours travel time to take one course."*

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*"...presents student scheduling problems because member districts have different bell schedules and varying school calendars."*

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*"...reduces greatly the percentage of 'time on task' for the traveling student."*

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*"Traveling to another school is not what students wish to do. Takes time away from the quality and breadth of program a comprehensive high school can give them."*

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*"Provides opportunity for discipline problems to arise due to outside students being enrolled in district courses."*

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*"Students cannot move from district to district because of time limits and required courses for graduation and college entrance."*

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*"Concerns about the distance students must travel in our region to have access to some of the programs."*

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*"The loss of one period to travel plus the effect of the new college entrance requirements has had detrimental effect on the number of students who enroll in out-of-district programs."*

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*"There have been proposals to transport teachers in some instances but this also has brought about noted resistance."*

~~~~~~~~~~~~~~~~

*"School staff and administrators do not want to send their students to other districts for anything less than two-hour blocks of instruction."*

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*"Regionalization can take time out of the student's day where his [her] choice of vocational education will limit his [her] possibilities for the future as universities and community colleges are requiring more years of 'core' curriculum. This means a student completing a vocational program will not be able to meet minimum requirements for college entrance should he [she] decide later in his [her] career that he [she] wants a bachelor's or associate's degree."*

Question: ***"WHAT NEEDS TO BE ADDRESSED?"***.....Answers given:

*"Will access to student participation in the extra curricular activities, i.e. drama, music, sports, etc. within their own district become limited?"*

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*"How can the traveling students find time to obtain additional help from his/her academic and vocational teachers?"*

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*"Why make vocational students travel, lose school identification etc. to take training level courses (capstone)?"*

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*"Has anyone yet asked students if they want to bus to other locations for vocational courses, especially in view of their time/friendship restraints."*



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*"[Transportation] has been a problem with special education students and now with the RDS the problem is two-fold, and a solution must be found at the state level."*

~~~~~~~~~~~~~~~~

*"Until schools that are part of a RDS adopt an identical school year calendar and their school day is the same in all districts, transportation will always be an unresolved problem."*

## SUGGESTED ACTIONS

The Illinois Council on Vocational Education suggests the following actions to encourage sharing of resources.

The Illinois State Board should:

- Recognize that access to programs must accompany availability of programs when reviewing RDS plans for duplication.
- Resolve the problems inherent in perceptions pertaining to university entrance requirements which are limiting student options for vocational education.
- Expand financial incentives for sharing, but monitor these closely as to their impact on students.
- Identify models where resource sharing enhances efficiency and make these models known.
- Provide leadership for resolving the transportation and scheduling problems.
- Co-sponsor a study of resource sharing in FY 91 with ICoVE to determine efficiency-related results of the EFE.

The regional delivery systems (RDS) and community colleges should:

- Continue to seek ways to share resources.
- Involve faculty in identifying how resources can be shared.
- Publicize to the community the efficiency and quality which result in cooperation and sharing with others in the RDS and community college districts.

# APPENDIX A

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